



MINISTRY OF HEALTH

ADVISORY COMMITTEE ON THE
WELFARE OF THE BLIND

HANDBOOK ON THE WELFARE OF THE BLIND IN ENGLAND AND WALES

REVISED EDITION

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LONDON

PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE

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PREFACE TO FIRST EDITION.

I am pleased to accede to the request of the Advisory Committee on the Welfare of the Blind that I should write a few words of introduction to this Handbook, which has been prepared by the Committee for the guidance of those engaged in work for the benefit of Blind Persons.

The Blind Persons Act, which was passed in 1920, recognised that Blind Persons have a special claim upon the community, and that claim is being met in most parts of the country by a willing partnership between the Local Authorities and numerous Voluntary Agencies, under the supervision of the Ministry of Health. The expenditure out of public funds, and from voluntary sources for the Welfare of the Blind, is some measure of the progress that is being made, and it is satisfactory to note that, in spite of financial stringency, the amount devoted to this purpose continues year by year to increase.

The Handbook gives an attractive and sympathetic account of the principles which have been found most effective in helping the Blind, and of the way in which they have been carried out in practice. I believe it will not only prove valuable to those who are already engaged in the work, but that it will make a wide appeal to the public, who have always demonstrated their sympathy with those deprived of sight, and some of whom may perhaps be induced, after perusing this book, to offer their services in one of the many ways in which they will be welcome.

NEVILLE CHAMBERLAIN.

20th July, 1927.

PREFACE TO REVISED EDITION.

Since this Handbook was first published in 1927 there have been substantial changes in the organisation of the services for the Welfare of the Blind, the most notable of these being the result of the Local Government Act of 1929. Under that Act the old system, whereby the Voluntary Agencies for the Blind received grants of money from the Ministry of Health and were directly supervised by the Ministry, has given place to one in which the supervision of these Agencies and the payment of contributions towards their work are undertaken by the major Local Authorities, and the amount of the former grants is merged in the General Exchequer Contributions paid to those Authorities.

Amongst more recent developments there are the arrangements for certification of the Blind recommended in the Ministry's Circular 1353 as the result of the report of a Committee of the Union of Counties Associations, and the Blind Voters Act of 1933, which enables a Blind Person to vote with the aid of a companion.

The Handbook has, therefore, become obsolete in some respects, and a new edition has been prepared by the Advisory Committee on the Welfare of the Blind. This gives an admirably lucid exposition of the subject, and I am glad to accede to the request of the Advisory Committee that I should commend it to all who are interested in the Welfare of the Blind. I hope, too, that this Handbook may fall into the hands of some who will be moved by it for the first time to help the Blind with personal service. To lighten the darkness of those who suffer from so severe an affliction is a work of mercy that dignifies the giver no less than it serves the receiver.

E. HILTON YOUNG.

1st January, 1934.

ADVISORY COMMITTEE ON THE WELFARE OF THE BLIND.

1. Aim of the Handbook.

The aim of this Handbook is not primarily to stimulate interest in, or to arouse sympathy for, the blind. It starts with the assumption that this interest and sympathy already exist, and that the reader wishes to learn how they can be applied in practice. Its aim, therefore, is to state briefly the facts as to blindness in England and Wales, to outline the history of the growth of methods for assisting the blind and the legislation on the subject, to analyse the various categories of the blind and describe the differing methods of help available for each category, to set out the system of organisation, both official and voluntary, which is responsible at the present time for the Welfare of the Blind, and to refer to the powers that exist for the prevention of blindness. Appendices are added giving (1) a summary of the grants payable for the blind by the Board of Education, and of the contributions payable by Local Authorities to voluntary associations under the Welfare of the Blind (Contributions) Scheme under the Local Government Act, 1929; (2) the names of grant-aided Voluntary Agencies, with the addresses of the Secretaries; (3) a note on "Ordinary Residence" under Section 2 (1) and (7) of the Blind Persons Act, 1920; (4) a note on Old Age Pensions for the Blind; (5) a note on National Health Insurance and Widows, Orphans and Old Age Contributory Pensions; (6) Extract from the Ministry of Health's Circular 1306 on Accounts and particularly Trading Accounts; (7) Extract from the Ministry of Health's Circular 1086 on Supervision and Administration; and (8) a summary of official publications.

It is hoped that the Handbook may be useful for those already engaged in the work, and, still more, that it may serve to guide potential helpers into channels for which they feel fitted and in which they can most usefully render service.

2. Facts as to Blindness.

(a) *Definition of Blindness.*

There are two statutory definitions of blindness in this country. (1) Part V of the Education Act, 1921, re-enacts the Elementary Education (Blind and Deaf Children) Act, 1893, and provides that a blind child shall receive instruction suitable to such a child. In Section 69 of this Act, "blind" is defined as meaning "too blind to be able to read the ordinary school books used by children." (2) Section 1 of the Blind Persons Act, 1920, defines a blind person for the purpose of the Blind Old Age Pension as one who is "so blind as to be unable to perform any work for which eyesight is

essential." In his Circular 1086 of 21st March, 1930, the Minister of Health said (paragraph 11) that it was important that no person's name should be added to the register of blind persons unless satisfactory medical evidence is produced that the person is "so blind as to be unable to perform any work for which eyesight is essential." In practice, therefore, the definition of blindness in Section 1 of the Act of 1920, which applies to Blind Old Age Pensions, is extended to all the purposes of the Blind Persons Act. It will be seen that these definitions include many persons other than those totally blind, but that the educational definition is much wider than the other. Difficulties arise from this difference because a child who, in fact, has been educated in a school for the blind may not be sufficiently blind to become eligible for the grants and benefits which are available to those who are blind within the definition for the purposes of the Blind Persons Act.

The Ministry of Health in Circular 1353 has set out in the following terms the criteria to be adopted for determining whether or not a person satisfies the condition of blindness laid down in the Act :

DEFINITION OF BLINDNESS.

1. The test which has been adopted for the purposes of the Blind Persons Act, 1920, is that the person is "so blind as to be unable to perform any work for which eyesight is essential." There are two important points to be noticed, viz.:—

(i) The test is not whether the person is unable to pursue his ordinary occupation or any particular occupation, but whether he is too blind to perform *any work* for which eyesight is essential; and

(ii) Only the visual conditions are taken into account and other bodily or mental infirmities are disregarded.

2. The principal condition to be considered is the visual acuity (*i.e.*, the best direct vision obtainable with each eye separately or both together, where both are present, as tested by Snellen's type *with focus properly corrected*), but regard must also be paid to the other conditions set out below.

3. The persons examined may be classified in three groups, as follows :—

Group 1.—Below 3/60 Snellen.

In general a person with visual acuity below 3/60 Snellen may be regarded as blind. In many cases, however, it is desirable to test the vision at one metre and not to regard a person having acuity of 1/18 Snellen as blind unless there is also considerable restriction of the visual field.

(NOTE.—1/18 indicates a slightly better acuity than 3/60, but as the standard test types provide a line of letters which

an eye possessed of full acuity should read at 18 metres, there is some convenience in specifying 1/18.)

Group 2.—3/60, but below 6/60 Snellen.

A person with visual acuity of 3/60 but less than 6/60 Snellen—

(a) may be regarded as blind if the field of vision is considerably contracted, but

(b) should not be regarded as blind if the visual defect is of long standing and is unaccompanied by any material contraction of the field of vision, e.g., in cases of congenital nystagmus, albinism, myopia, etc.

Group 3.—6/60 Snellen or above.

A person with a visual acuity of 6/60 Snellen or better should ordinarily not be regarded as blind. He may, however, be regarded as blind if the field of vision is markedly contracted in the greater part of its extent, and particularly if the contraction is in the lower part of the field; but a person suffering from homonymous or bi-temporal hemianopia retaining central visual acuity of 6/18 or better is not to be regarded as blind.

NOTES.

(a) The question whether a defect of vision is recent or of long standing has a special bearing on the certification of blindness. A person whose defect is recent is less able to adapt himself to his environment than is a person with the same visual acuity whose defect has been of long standing. This is specially applicable in relation to Groups 2 and 3.

(b) Another factor of importance, particularly in relation to Group 2, is the age of the person at the onset of blindness. An old person with a recent failure of sight cannot adapt himself so readily as can a younger person with the same defect.

(c) On rare occasions cases will arise which are not precisely covered by the foregoing observations, and such cases must be dealt with according to the judgment of the certifying ophthalmic surgeon.

The problem of the partially sighted, such as high myopes, is a difficult one, but it cannot be dealt with under the Blind Persons Act, though provision can be, and is, made for the education and, in some cases, for the vocational training of myopic children and young persons under the Education Act.

The certification of blindness is often a difficult matter. The Minister pointed out in paragraph 11 of Circular 1086 referred to that it was "desirable to make arrangements for securing that before a person's name is added to the register he is examined by a medical practitioner *with special experience in ophthalmology*. It appears to the Minister that the necessary expenditure for this

purpose would be clearly justified by the consequent avoidance of registration of persons who are not blind within the meaning of the Blind Persons Act, and the saving of expenditure which might otherwise have been incurred in respect of such persons." The Minister has approved many schemes under Section 2 of the Blind Persons Act, which provide: "No person's name shall be added to the register of blind persons until he has been examined and certified by a medical practitioner with special experience in ophthalmology, to be blind within the meaning of the Blind Persons Act, 1920." Reference may be made to a Report on "The Certification of Blindness and the Ascertainment of the Causes of Blindness" published in 1931 by the Prevention of Blindness Committee of the Union of Counties Associations for the Blind. This report described the history of the certification of blindness in Great Britain, drew attention to difficulties, and made recommendations.

The Ministry of Health in Circular 1353 endorsed many of the views of this Committee and recommended that local authorities should as far as possible aim at securing that all certification is undertaken by medical practitioners with special experience in ophthalmology as defined by the Committee, though some rare exceptions may be necessary. The Circular also recommended for general adoption a form of certificate and report (B.D.8), which includes a statement of the causes of blindness and asks for a copy of each certificate to be sent to the Prevention of Blindness Committee, who will study and tabulate the causes through a specialist sub-committee in consultation with any other specialist body.

(b) The Register and Statistics.

All schemes under the Blind Persons Act, 1920, provide for the keeping of a register of the blind within each area, and statistics with regard to blindness are obtained from these registers.

The latest return of the numbers of blind persons was extracted from these registers on the 31st March, 1932. The total number in England and Wales was 62,079 (of whom 37,994 were in County Boroughs and 24,085 in County Districts), as compared with 52,727 at the 31st March, 1929. In their Tenth Report (paragraph 12) the Advisory Committee on the Welfare of the Blind say: "The increase is mainly due to the improvement of the machinery for registration. But it may also to some extent be due to the substantial benefits now available to the Blind and to the consequent inducement for persons (some of whom may not be blind within the meaning of the Blind Persons Act), who were not previously registered to apply for and obtain registration as blind persons. This consideration reinforces what we say elsewhere in this Report on the great importance of the proper certification of blindness." Full particulars of the return at the 31st March, 1932, are set out in the Appendix to the Tenth Report of the Advisory Committee on the Welfare of the Blind. In 1932 there were 59,788 blind

over 16 years of age. Of these, 9,124 were employed (3,342 in Workshops for the Blind, 1,631 in Approved Home Workers' Schemes, and 4,151, not pastime workers, were employed otherwise) ; 374 trained but unemployed ; 1,619 under training (1,470 industrial, 83 secondary, 66 professional or university) ; 643 not under training but trainable, and 48,028 unemployable. Over 77.3 per cent., therefore, of the total number of the blind in England and Wales are classed as unemployable. The distribution of blindness according to age periods was as follows : 0-5, 225 ; 5-16, 2,066 ; 16-21, 1,588 ; 21-30, 3,414 ; 30-40, 4,930 ; 40-50, 6,504 ; 50-60, 10,021 ; 60-70, 14,292 ; over 70, 18,914 ; unknown, 65. Seven out of every ten registered blind persons are over 50 years of age.

In the past, one of the most frequent causes of blindness was disease within a few days of birth. The success of the campaign against ophthalmia neonatorum, through compulsory notification and prompt treatment, is steadily reducing blindness from this cause, and consequently, while it may be hoped that the total amount of blindness will diminish, an increase in the proportion of blindness in the higher ages of life may be expected.

As the Advisory Committee stated in their Fifth Annual Report, adequate and accurate statistical information as to the classification of the blind is a pre-requisite of efficient service, and the importance of an accurate and complete register is very great. There is an increase of persons who become blind too late in life to be trainable, and for them more Home Teachers will be needed. Reduction in the number of blind children at school has already been experienced, and if the number of younger blind persons diminishes there will eventually be less need for vocational training and for workshops.

3. Development of Services for the Welfare of the Blind.

The earliest known public institution established for the blind in Western Europe is supposed to be the Hospice des Quinze-Vingts in Paris, founded by St. Louis in 1260, principally for soldiers who had lost their sight in war. From time to time many charitable benefactors have left bequests for the welfare of blind persons. The Royal Commission of 1889 reported that the interest of the invested funds left by various charitable persons for provision for the blind amounted to over £35,000 annually. Voluntary effort on an organised scale appears to have originated in 1784 when Valentin Haüy founded L'Institution Nationale des Jeunes Aveugles in Paris, the first school for the blind opened in Europe. In 1790 the first institution of the kind in this country was established at Liverpool by Edward Rushton, who lost his own sight during a voyage in tending a cargo of negro slaves who were stricken with malignant ophthalmia. This institution still continues at Hardman Street, Liverpool. It was speedily followed by a Blind Asylum at Edinburgh, in 1793 the school at Bristol was founded, and in 1799

St. George's School in London, which is now the Royal School at Leatherhead, and the Waterloo Road workshops. These were the first of a long line of charitable endeavour for the blind in this country.

Louis Braille, who was born in 1809, and was blinded at the age of five, worked on a system of embossed writing invented by a French artillery officer named Barbier and perfected his own system based on the six points in 1829. This has become the standard system of embossed writing and printing for the blind. Another system easier to learn, but not so compact, was invented by Dr. Moon, who was born in 1818, while Mr. H. M. Taylor, F.R.S., of Trinity College, Cambridge, invented the mathematical and chemical formulae which make it possible to produce scientific textbooks in Braille. Another Mr. Taylor invented the Taylor slate used for teaching arithmetic and algebra in all schools for the blind.

The earliest legislation in England* concerning the blind was the Poor Law of Queen Elizabeth of 1601, which laid the duty of relieving and maintaining destitute persons, including blind persons, upon their relatives, and where such failed upon the Overseers.

Apart from various statutes requiring Boards of Guardians to send children to special schools and to arrange for the education of blind adults, the first State action was taken in 1885, when a Royal Commission was appointed to consider the condition and education of the blind and of the deaf and dumb. The Commission reported in 1889, and its Report resulted in the passing of the Elementary Education (Blind and Deaf Children) Act, 1893, which provided for the compulsory attendance at school of all blind children between the ages of 5 and 16, and for the provision of special schools for their education. The Education Act of 1902 empowered Education Authorities to make provision for further education including that of the blind over 16.

Recent developments in Great Britain may be said to spring from a debate in the House of Commons on 11th March, 1914, when Mr. Wardle moved a resolution, which was carried without a division, "that in the opinion of this House, the present system of Voluntary effort in aid of the Blind People of this Country does not adequately meet their necessities, and that the State should make provision whereby capable Blind People might be made industrially self-supporting, and the incapable and infirm maintained in a proper and humane manner." Within two months of this debate a Departmental Committee was appointed "to consider the present condition of the blind in the United Kingdom, and the means available for (a) their industrial or professional training, and (b)

* *Note.*—Reference may be made to a chapter entitled "The Blind and Legislation," in the "Handbook for Home Teachers of the Blind" (revised edition), published on behalf of the College of Teachers of the Blind, by the National Institute.

their assistance, and to make recommendations." This Committee reported in 1917, and in December of that year, in accordance with one of their recommendations, an Advisory Committee on the Welfare of the Blind was appointed by the President of the Local Government Board. The ten reports published by this Advisory Committee from time to time give a full description of what has been and is being done for the Welfare of the Blind in recent years.

On the 7th August, 1919, the Ministry of Health issued regulations and rules governing grants out of public moneys to be distributed in aid of certain services carried on for the benefit of the blind, and with these grants began a great development in the work. These public moneys were, until 31st March, 1930, voted annually by Parliament as part of the vote of the Ministry of Health.

In 1920 the Blind Persons Act was passed. This provides in Section 1 for the grant of Old Age Pensions to blind persons at the age of 50 instead of at the age of 70 (see Appendix 4). Section 2 imposes a duty on the Council of each County and County Borough to make arrangements, to the satisfaction of the Minister of Health, for promoting the Welfare of Blind persons ordinarily resident within their area, and to submit to the Minister a scheme for the exercise of their powers under the Act. They are given power to provide and maintain or contribute towards the provision and maintenance of workshops, hostels, homes, or other places for the reception of blind persons, whether within or without their area, and, with the approval of the Minister of Health, to do such other things as may appear to them desirable for the purpose. Section 3 provides for the registration of charities for the blind, and has been useful in extinguishing some undesirable charities.

One of the most important and also difficult provisions in the Blind Persons Act is the allocation of responsibility for each blind person among the various Local Authorities. This is done on the basis of the blind person's "ordinary residence." A note on the subject of "ordinary residence" is contained in Appendix 3.

By the Wireless Telegraphy (Blind Persons Facilities Act, 1926), wireless licences are issued to registered blind persons free of charge.

In 1929 the Local Government Act was passed. So far as Blind Welfare is concerned, this Act did three important things—(1) it transferred the administration of the Poor Law from the Boards of Guardians to the Councils of Counties and of County Boroughs, so that the same authorities became responsible both for the Poor Law and for the Welfare of the Blind; (2) it empowered the Council of a County or County Borough to declare, *e.g.*, that domiciliary assistance to blind persons should be rendered under the Blind Persons Act and not by way of Poor Relief; (3) it terminated, as from 31st March, 1930, direct grants from the Exchequer for the Welfare of the Blind and provided for the payment of block Exchequer grants to Local Authorities. The Minister is required

under Section 102 of the Act to make a scheme providing for contributions from the Local Authorities to Voluntary Associations for the Blind (see Appendix 1).

By the Blind Voters Act, 1933, a blind voter, in casting his vote at elections, may either adopt the procedure laid down in the Ballot Act, 1872, of utilising the services of the Returning Officer, or may adopt the alternative given him by the Act, viz., vote with the assistance of a companion chosen by him. The companion must be either a person who is entitled to vote at the election or any person who is the father, mother, brother, sister, husband, wife, son or daughter of the blind person and has attained the age of 21. No person may assist more than two blind voters at one election. The Act provides for the maintenance of secrecy by the companion.

4. Schemes under the Blind Persons Act, 1920.

All the 146 Councils of Counties and County Boroughs in England and Wales, who are the Local Authorities under the Blind Persons Act, have made schemes under the Act. The Ministry of Health indicated in memorandum 27/BD the lines on which schemes should be drawn. These schemes vary in detail, but a comprehensive scheme usually makes provision for the following matters:—

(a) Registration ; (b) Children under School Age ; (c) Education and Training of (i) Children, and (ii) Young Persons and Adults ; (d) Employment (i) in Workshops, (ii) by means of Home Workers' Schemes ; (e) Augmentation ; (f) Hostels for Blind Workers ; (g) Homes ; (h) Home Teaching ; (i) Necessitous Blind.

The scheme usually records that the Local Education Authority will deal with education and training, and normally provides for the carrying out of other services (e.g., Workshops, Home Workers, Home Teaching, or Registration), by one or more Voluntary Agencies working in the area of the Local Authority.

5. Classification of the Blind.

No useful work can be done for the blind so long as they are all lumped into one undifferentiated class. The blind differ from one another as much as do the sighted, in temperament, intelligence, ability and power of concentration.

There is no simple formula for service to the blind. Every "case" is an individual with an individual's own peculiar gifts and failings, and the best work is done by those who study with most accuracy and sympathy the blind person whom they are trying to help. In its broadest form no one would question this, for obviously, the appropriate methods must differ in helping a blind baby, a girl just leaving the elementary school, a trained man of 25, or a woman of 70. But it is true also in subtler ways. Should this clever boy be encouraged to go to Worcester College, and subsequently to the University, or is it wiser to play for safety and

train him to a manual occupation in which he can count on employment? Has this girl a gift for music so deep and real that it will brave and overcome the disappointments of an overcrowded career? Is the mental dullness of this third child really mental deficiency or only the result of neglect by unwise, indulgent or unsympathetic parents? Can reliable vocational guidance be given after a study of particular occupations with a view to deciding whether a blind person is likely to succeed in them? In these examples, and a hundred others, the power to give real help, and to avoid disastrous mistakes, will depend on a sympathetic but penetrating diagnosis of each "case" as it arises.

This variety in the needs of the blind has its counterpart in the variety of gifts which can be brought to the help of the blind. The doctor can help to preserve a remnant of sight; the teacher can train blind children in special ways appropriate to their defect, the Home Teacher and visitor can bring comfort and happiness into the homes and, by teaching Braille or simple pastime occupations, can give employment to brain and hand and so help to banish the intolerable tedium of an idle blindness; the skilled craftsman can train and encourage blind workmen; the business man can help to organise workshops on a satisfactory trading basis, and can render invaluable help in finding markets for the products of blind labour. It should be easy for any one of good will to find opportunity for using his or her special aptitude in the service of the blind.

The main classification of the blind is outlined in the headings of a scheme given in par. 4 above, and may be summarised as follows:—

- (a) Children under 5 years of age. Par. 6.
- (b) Children over 5 and under 16. Par. 7.
- (c) Trainable blind. Par. 8.
- (d) Employable blind. Pars. 9-10.
- (e) Unemployable blind. Pars. 11-13.

6. Children under 5 Years of Age.

The ordinary service under the Maternity and Child Welfare Act, 1918, is available for blind infants as for sighted infants. Full advantage will, normally, be taken of this service in dealing with blind children under two. Where blind children between the ages of two and five are living under unsatisfactory home conditions, it may be possible for Maternity and Child Welfare Authorities, Local Education Authorities, Public Assistance Committees or Voluntary Agencies, to arrange for them to be sent to nursery schools, *e.g.*, the Sunshine Homes established by the National Institute for the Blind, or other special schools certified by the Board of Education for the education of children of these ages. It is in the interests of the child that it should remain at home unless the home conditions

are so bad as to necessitate its removal. Advice can often usefully be given to parents to assist them in the difficult problem of bringing up a blind child, and much can be done by the Home Teachers to help very young blind children and their parents.

7. Children under 5 and under 16.

Part V of the Education Act, 1921, which embodies the Elementary Education (Blind and Deaf Children) Act, 1893, provides for the compulsory education of children too blind to be able to read the ordinary school books used by children, and for the provision of special schools for the purpose of such education.* The responsibility for this work rests on the Local Education Authority for elementary education under the supervision of the Board of Education, who pay grants in aid under the Education Acts.

This provision forms part of the general educational system of the country, but the leaving age for blind children is 16. Children may be, and for the most part are, sent to day or residential schools at the cost of the Local Education Authority, or, in the case of children under the care of the Public Assistance Committee, at the cost of that Committee. Where, however, a declaration has been made under the Local Government Act, 1929, that all education shall be provided under the Education Acts and not by way of Poor Relief, the Public Assistance Committee no longer provide for the education of destitute children. Where no declaration has been made and the Public Assistance Committee send children to schools for the blind the Board of Education do not pay grant to the Managers of the schools.

8. Trainable Blind.

In practically all cases it will be found that further education beyond the age of 16, whether secondary or technical, is essential if a blind person is trainable, and is to be adequately equipped for remunerative employment. The responsibility for this training is placed by the Education Act, 1921 (Section 11 and Part VI), on the Local Education Authority for higher education, viz., a County or County Borough Council. Section 2 (6) of the Blind Persons Act, 1920, provides that the Local Education Authority shall secure adequate and suitable provision for the technical education of blind persons, ordinarily resident in their area, who are capable of receiving and being benefited by such education.

The Board of Education have recognised courses of instruction at a number of training institutions* under Chapter VII of their

*A list of "Certified Special Schools and Recognized Institutions for the Training of the Blind and other Defective Students, and Nursery Schools in England and Wales," is published by the Board of Education, List 42, price 9d.

Special Services Regulations (Grant Regulations No. 19) and pay grants to them under Chapter XI of those Regulations as amended by the Board of Education (Special Services) Amending Regulations, No. 1, 1931. Alternatively the Local Education Authority for higher education pay fees for the students whom they send to these Institutions, and receive the usual grant for higher education from the Board of Education in respect of this expenditure. A summary of the grants payable by the Board of Education is given in Appendix 1.

As with the sighted so with the blind, there always will be some children whose promise justifies their proceeding to secondary education with a view to a university or professional course. Worcester College provides secondary education for blind boys, and Chorley Wood College for blind girls. It is important, wherever possible, that a career should be mapped out in advance, because of the difficulty of finding employment for those blind persons who are not manual workers. The Royal Normal College at Norwood specialises in the training of blind boys and girls in music, typewriting and piano tuning, and as elementary school teachers. A specialised training in massage is given in the National Institute's School of Massage.

Blind persons in need of manual training fall into two classes, those already blind who have just left the special school, and those who become blind later in life. Experience shows that it is rarely possible to train a blind person for remunerative employment who is over 50 years of age. On the other hand, the memory of a once seen world is a great help to those who become blind. Before incurring the expense and trouble of training, it is most important to be satisfied (a) whether the person, when his training is completed, will, or will not, be a blind person within the meaning of the Blind Persons Act, because if he is not blind he will not be able to share in the assistance which is limited to the blind, but will have to earn his living in competition with sighted people (Circular 1353 of the Ministry of Health should be referred to in this connection); (b) that the person is likely, as a result of training, to become reasonably proficient, and (c) that there are openings for remunerative employment for him at the conclusion of his training.

It follows that there should be the closest possible co-ordination between the training Institutions and the employing Agencies (Workshops and Home Workers Schemes) and equally close co-operation between the Local Education Authority, or other body responsible for the blind person's training, and the Local Authorities who will be responsible for him when his training is over. For this purpose it is important that the training Institution should keep careful progress records of each pupil, showing in particular his quality of output, speed of execution and independence of working, and that these records should be available for consultation by would-be employers. Constant touch should be kept with the

conditions in the various trades so that, in selecting the trade for each student, regard should be had to his personal aptitude for the occupation or trade in which it is proposed to train him, the locality in which he lives, and the prospects of his obtaining remunerative employment there. Many training Institutions endeavour to keep in touch with their old students, and this is of great value.

Much avoidable suffering may be caused to the blind by the neglect of these considerations, and the Ministry of Health, in consultation with the Board of Education, dealt fully with them in Circular 387 issued on 24th April, 1923.

9. Employable Blind.

It is desirable that wherever possible a blind person should be provided with regular employment, not only because he should, as far as his affliction permits, support himself, but also because lack of occupation and interest is the worst consequence of his disability.

Where a blind person who has been trained for a manual occupation lives within reach of a workshop for the blind he will normally be employed there, but where no Workshop is available arrangements should be made under a Home Workers' Scheme for him to follow his trade as a Home Worker. Where there is a Workshop in the area in which the blind person resides which is also a training centre, the change from training to employment will simply mean the passing from one department to another in the same Institution. If the Workshop has no training department the blind person will have gone to another Institution for his training, on the completion of which he will return to the Workshop in his native town or, if there is no Workshop, into a Home Workers' Scheme.

The non-manual worker is in a different category and must be dealt with separately.

In Table III attached to the 10th Report of the Advisory Committee it is shown that on 31st March, 1932, there were 3,342 blind persons employed in Workshops for the Blind, 1,631 in Home Workers' Schemes, and 4,151 others (not pastime workers) who were employed elsewhere. It is probable that a large number of these were not permanently or remuneratively employed, but it must not be overlooked that there are a number of blind persons with push and initiative who are making careers for themselves.

(a) *Workshops.*—The management of a Workshop is a complicated business which cannot be discussed in detail in a handbook like this. It involves a selection of trades suitable for the district and constant alertness to find openings for new trades. It demands a continuous search for markets, wholesale or retail, the obtaining of contracts from Local Authorities and others, and possibly the carrying on of a retail shop. A balance has to be struck between a

dangerous accumulation of stock and throwing employees out of work, or putting them on short time. Intricate questions arise as to rates of pay, methods of augmentation, sickness, holidays, hours of labour, National Health and Unemployment Insurance.

There are 59 Workshops for the Blind throughout England and Wales. Some are large Institutions employing over 100 persons, the largest employs over 180. Others are much smaller, and a number only employ from 10 to 20. While there are some admirable small Workshops, it is obvious that a larger Workshop will be less unprofitable than a small one. It can afford more skilled supervision and can offer a greater variety of trades to suit the varying capacities of its employees.

There is an Association of Workshops for the Blind which studies matters affecting the employment of the Blind. The address of the Secretary is 258, Tottenham Court Road, London, W.C.1.

The trades usually practised in workshops are, for men : basket making, mat making, brush making, bedding, upholstery, cabinet making, cane furniture, chair seating and boot repairing. For women : hand-knitting, round and flat machine-knitting, light baskets, bedding, chair-seating, wiredrawn brush making, rug making, and, in one or two places, hand-loom weaving.

Many Schemes of Local Authorities under Section 2 of the Blind Persons Act have been approved by the Ministry of Health with the following clause :—

"Workshop Employment."—To provide, or arrange for the provision of, employment for suitable blind persons in workshops for the blind, or elsewhere ; the general conditions of employment to be subject to the approval of the Council, and the employees in workshops for the blind to be paid at the Trade Union or other standard rate customary in the particular class of work on which the blind person is employed."

The handicap of blindness, however, prevents most blind persons from earning a livelihood if they are paid only what they earn on a strictly commercial basis. It is necessary therefore to augment their earnings from sources other than the trading account. It is important to keep these payments by way of augmentation out of the trading account in order that it may clearly show the financial state of the Institution's trading judged on a commercial basis. A variety of methods of augmentation are in use throughout the country. The aims of a sound method should be to encourage individual output and to give help where it is most needed.

Apart from the encouragement to effort which a well-considered scheme of augmentation provides, capacity affects output, and the degree of blindness is an important factor in capacity, particularly in the matter of speed. Other things being equal, a totally blind man will produce less than one who has some measure of sight. For this reason, many schemes of augmentation provide for a scale

diminishing as the earnings rise ; in other words, they give most help to those who need it most.

In the long run the success of workshops for the blind depends largely on the efficiency of the organisation for the sale of the goods made by the blind. It is rarely possible to make a workshop for the blind a profit-making undertaking, but every effort should be made to reduce losses to a minimum. The first step to this end is to keep accounts in a form which will show the true trading position, and the Minister of Health in Circular 1306 of 17th March, 1933, prescribed a Form of Workshop, or Trading, Account for use by all workshops for the blind for the year 1933-1934 and for all subsequent years. A copy of this Form is printed in Appendix 6.

(*1*) *Home Workers*.—Where a blind person returns home after his training is completed, and no workshop is within reach, he can carry on his trade at home under a Home Workers' Scheme.

He will need tools and equipment, supervision and technical advice, assistance in obtaining materials and in marketing the goods he produces. For these purposes it is necessary that the Local Authority, or the Voluntary Agency should formulate a proper scheme and obtain the approval of the Local Authority who pay grants in respect of approved Home Workers. It is usually best that such a scheme should be supervised by an Agency which is carrying on a Workshop. It is easier for them to buy a supply of material, to advise and assist in the disposal of goods and to organise helpful supervision by experts in the trade. The Home Worker should be encouraged to find his own market for his goods, but where he is unable to do so he should be assisted by sales of work, garden parties, exhibitions, and other opportunities for the sale of goods made by the blind, which are organised by the supervising Agency. Some Agencies assist in disposing of goods by travelling motor shops.

A well-organised scheme can give help in many ways. One man has been trained to make baskets of a kind for which there is no ready sale near his home. He is brought to headquarters for a short "refresher" course from which he learns to make the special article which is in demand. A woman's knitting machine is out of order and the supervisor visits her and puts it right. A third needs advice as to how to find buyers for her goods. An advertisement helps a fourth. To all, the fact that there is a sympathetic organisation to whom they can refer in difficulty, is a great encouragement. The diffident are encouraged, the unskilful or careless corrected, and the lazy induced to do better. The supervision of Home Workers is often carried out by Home Teachers, but in the larger schemes special supervisors of Home Workers are appointed, who specialise in the care of Home Workers, and are skilled in, or have a special knowledge of, the trades affected.

The policy which should be followed in the selection and approval

of Home Workers is set out in paragraph 16 of Circular 1086 of the Ministry of Health of the 21st March, 1930, as follows :—

“ Under the Regulations of 1919, Home Workers were defined as ‘adult blind persons who, for sufficient reasons, are employed elsewhere than in a workshop in occupations usually practised in workshops, and are attached for the purposes of care, assistance and supervision to an approved Agency,’ but recent experience has tended to show that this definition may not be sufficiently wide. There are two main conditions precedent to a satisfactory Home Workers’ Scheme—(1) that the occupation should not be a mere pastime, but should be definitely on the plane of industrial effort, in order that the Home Worker may be in a position to maintain himself out of his earnings, assisted by augmentation as in the case of an employee in a workshop ; (2) that the occupation should be such as to enable the Association which supervises the Scheme to render tangible and continuing services to the Home Workers. Where these conditions are fulfilled, it seems desirable to recognise the particular occupation for inclusion in a Home Workers’ scheme. It may also be pointed out that under the Blind Persons Act it is within the powers of Local Authorities to pay augmentation to a blind person at work who is employed neither in a workshop for the blind nor under a Home Workers’ Scheme.”

A large number of Home Workers are Piano Tuners and in view of the importance of the subject, the Board of Education, in consultation with the Ministry of Health, issued on 1st July, 1929, Circular 1403 on the Training of Blind Piano Tuners. The Circular quotes from the Seventh Report of the Advisory Committee that “there is still scope for the employment of additional tuners but only those who are fully qualified” and that the Committee thought it “desirable that in future only those persons with the highest technical and personal qualifications should be encouraged to take up this occupation.” The Board and the Ministry expressed themselves concerned to find that there are, in this country, a number of insufficiently trained blind tuners whose earnings are very low. As a result, on one hand human material is being wasted and on the other hand an inadequate return is being received for the expenditure of public funds on courses of training which fail to produce fully qualified workers. This state of things appears to be due to three causes :—(a) insufficient care in the selection of men for a course of training in piano tuning ; (b) want of care in choosing suitable localities for the tuners to work in after training ; (c) inadequacy of the training itself. The Circular develops and emphasises these three points and explains that the Board and Ministry have been in consultation with the College of Teachers of the Blind who have agreed to conduct a national examination and the Board have decided to require that all blind piano tuners undergoing a course of training in institutions recognised by the Board should reach an adequate standard of attainment and efficiency as tested by the

examination. The examination will have two grades, pass and honours, but "the Board hope in the near future to be in a position to require all candidates to pass an examination of a standard not lower than that prescribed for the honours grade." It follows that "it is undesirable that any blind piano tuner who has not passed this examination should be approved in future as a Home Worker." "The Minister of Health proposes to adopt this practice so long as he continues to approve individual Home Workers and he suggests that the Local Authorities should follow a similar course." The Board hope that, apart from those for whom the examination will be compulsory, others will take it voluntarily and that refresher courses will be organised. In conclusion the Board state that they propose to make it a condition of approval or continued approval of a course of training in piano tuning that it should be so designed and carried out as to qualify persons taking the course to pass the examination and stress is again laid on the need for the trainee to be suitable as regards his personality and other qualities and to have a reasonable prospect of passing the examination. The Circular contained Regulations and a Syllabus of the examination. The Syllabus was revised in a further Circular in June, 1930.

Augmentation of earnings is, of course, needed for Home Workers, and methods vary.

It will usually be necessary at the outset to provide the Home Worker with a set of tools and sometimes a shed as a workshop.

(c) *The Non-Manual Worker.*—Reference has been made on page 11 to the training for a non-manual career. It is not possible to systematise the provision of employment for such blind persons to the same degree as in manual occupations. The treatment of each case will depend in an even higher degree than it does in manual work on the temperament, natural gifts and education of the blind person. Blind men of exceptional gifts have made good in the church, in the law, in political life and elsewhere. The great name of Milton shows how the very affliction of blindness itself can be turned to the highest uses of poetry: "that I may see and tell of things invisible to mortal sight." Scientific research usually demands sight, but even here some blind men are making good, e.g., at anthropology. Everyone should attempt to expand the possibilities of the blind.

At the same time, where a remunerative career is required and where an overmastering gift of genius does not preclude choice there are certain careers which are more promising for the blind than others. Music is the most obvious of these, and many blind men and women have been successful as musicians, whether as organists, music teachers, or in other ways. The chief difficulty here lies in the fact that the profession is overcrowded, and a real aptitude for music should be proved before encouragement is given. The National Institute and St. Dunstan's have found a promising development in massage, and a number of blind persons

are now practising this profession with success. In America blind men have been successful as insurance agents. Both in America and in this country experiments are being made with some success in employing blind men in conducting kiosks for the sale of various articles.

In a number of occupations, hearing is more important than sight. Many blind persons are successful telephone operators. In some cases a blind person, through unusual acuteness of hearing, may be able to specialise. Typewriting and shorthand can be done by the blind, but competition is severe, and the blind typist is handicapped by inability to do the ordinary office work for which sight is required. It is, however, quite practicable to work in a limited number of blind shorthand typists in a large establishment. This has been done in some Government offices, at the London County Council, and elsewhere.

Few works of greater promise for the blind can be undertaken than constant experiment with a view to finding new occupations for them and scientific study of the work for which they are specially fitted.

(d) *Occupation in ordinary factories.*—One of the most interesting of these experiments in recent years has been the finding of work for blind persons in ordinary factories. This experiment is still in its infancy in this country and abroad, but one or two instances encourage the hope that in carefully selected processes in ordinary factories it may be possible for blind persons to become entirely self-supporting. Workers among the blind should be constantly exploring the possibilities of such employment in local industries.

It is, however, peculiarly difficult to develop such work in times of acute trade depression, and developments must wait for happier days. In the meantime, study of the problems involved is possible and is being carried out by the Placement Sub-Committee of the National Institute for the Blind.

10. Unemployed Blind.

These fall into two categories—those who are capable of being employed and those who are not. It is most important to distinguish between them, and every scheme for the aid of the necessitous blind should provide that anyone who is capable of being trained and usefully employed should be sent for training. A decision must depend on a careful study of the facts of each case, but the possibility of employment should never be overlooked. The returns as to the blind in 1932 showed a total of 643 who were capable of training, but not yet receiving it.

11. Unemployable Blind.

The largest category of the blind remains that of the unemployable blind. There were 48,028 in 1932 out of a total of

62,079, or 77.3 per cent. A very small proportion of these possessed private means; a larger number are married women engaged in domestic duties in their homes. Nearly 70 per cent. of the blind are over 50 years of age and over 30 per cent. are over 70; 8,898 of them suffer from physical or mental defects in addition to their blindness. Some are accommodated in recognised Homes for the Blind, and a number are inmates of Public Assistance Institutions. But the great majority reside in their own homes, are over 50 years of age, are eligible for Old Age Pensions, and form almost the whole of the 21,057 blind pensioners in receipt of Old Age Pensions under the Blind Persons Act. Nearly 87 per cent. of the blind between 50 and 70 are in receipt of Old Age Pensions.

Formerly institutional care was needed in very many cases of necessitous blind persons, but now, when incomes are being made up to £1 per week or more, it becomes possible, and more desirable that the blind persons should remain in their own homes or lodge with friends. It is better for the blind to be members of a sighted household if they are properly cared for there.

It will be seen that any scheme which concentrates on the education, training and employment of the blind, to the exclusion of the unemployable blind, is failing to deal with the larger proportion of the blind. One of the most striking developments in blind welfare work since 1919 has been the redressing of this balance, and more attention is being devoted to the needs of the unemployable blind than ever before.

These needs are twofold—financial and social. The blind person's first need is the means of livelihood, but this is not his only need. Like everyone else, he needs a life worth living.

12. The Financial Needs of the Unemployable Blind.

The circumstances of these blind vary a great deal. A few have sufficient means of their own, some have husbands in a position to support them, others are in receipt of Old Age Pensions, or pensions from one of the Pension Societies for the Blind. Some who were insured are in receipt of pensions under the Widows, Orphans and Pensions Act, 1925, others are receiving compensation under the Workmen's Compensation Acts, or in other ways, in consequence of accident. Some are children living in good homes with their parents, or parents living with their children, and, so far as maintenance is concerned, are not in need of assistance. Others are lonely, helpless and destitute.

The first step is to make a careful analysis of the circumstances and means of each unemployable blind person. Until this has been done, all is guess work. When it is made, it sometimes startles the workers with the magnitude of the need and sometimes reassures them by showing that the problem is more manageable than they expected. It is as important to prevent waste of money on those who

need no help as to make sure that no case needing help is overlooked.

When the analysis has been made, a definite policy of assistance should be laid down, and within it each case considered separately. In one instance, the problem may be solved by finding relatives willing to help ; in another a pension from a Blind Pension Society, or from a Parochial Charity, may make all the difference between straitened means and comfort. At the other end of the scale are the destitute, and the ultimate responsibility for dealing with these rests in law on the Public Assistance Committee unless a declaration has been made.

Prior to the passing of the Local Government Act, 1929, the Local Authority could, if it chose, give financial assistance to blind persons under the Blind Persons Act and thus prevent them from becoming destitute. If, however, they became in fact destitute it was incumbent on the Guardians to grant them Poor Relief. Under the Local Government Act, 1929, the Guardians were superseded by the Councils of Counties and County Boroughs acting through their Public Assistance Committees. Under Section 5 of the Act it became open to the Council in their administrative scheme under Part 1 of the Act, to make a declaration that assistance should be given to blind persons under the Blind Persons Act and not by way of Poor Relief. A considerable number of councils have made such declaration with regard to *domiciliary* assistance of blind persons. Where no declaration has been made the Council had the option of relieving destitute blind persons under the Poor Law through the Public Assistance Committee or of "assigning" in their administrative scheme such poor relief to another Committee (e.g., the Blind Persons Act Committee) "subject to the general direction and control of the Public Assistance Committee." (See Section 6 (3) of the Act of 1929. This sub-Section has since been repealed and re-enacted as Section 4 (4) of the Poor Law Act, 1930.) As a result it is necessary to ascertain the exact legal position of each Council. The possibilities are—(1) a declaration where the Council as Blind Persons Act Authority grants *domiciliary* assistance under the Blind Persons Act to the exclusion of the Poor Law ; (2) an assignment, where the Blind Persons Act Committee or other Committee grants *domiciliary* assistance under the Poor Law ; (3) where no declaration or assignment have been made the Council can still, if they wish, give *domiciliary* assistance under the Blind Persons Act leaving destitute cases not so assisted to be dealt with by the Public Assistance Committee under the Poor Law ; (4) sighted dependants of blind persons can not be dealt with under the Blind Persons Act and if destitute must be dealt with under the Poor Law, but their *domiciliary* assistance can be assigned to another Committee so that *domiciliary* assistance both of blind persons and of their sighted dependants can be administered by the same Committee.

The Act of 1929 provides in Section 5 that "a Council in preparing an administrative scheme shall have regard to the desirability of securing that, as soon as circumstances permit" declarations shall be made. In a Report on the Unemployable Blind made by the Advisory Committee and circulated by the Minister of Health in Circular 1058 of 31st December, 1929, the Advisory Committee in paragraph 9 recommended that "the Minister should urge Local Authorities to make, wherever practicable, a declaration under Section 5 (1) of the Local Government Act, 1929, that County and County Borough Councils will provide appropriate assistance to the blind by virtue of the Blind Persons Act, and not by way of poor relief."

Reference may be made to this special Report of the Advisory Committee for fuller information of the factors which should be taken into consideration in arranging a scheme for the domiciliary assistance of the blind.

It is desirable that councils should make Regulations with the Minister's approval for the administration of domiciliary assistance to the blind. Such Regulations usually deal with (i) the scale of assistance (ii) the method of calculating existing means (iii) the methods of (a) application for assistance (b) investigating cases (c) adjudicating (d) payment by whom and at what intervals (e) obtaining receipts from the recipients and (f) reviewing cases at fixed intervals (iv) the administration of the scheme whether by the Local Authority and their Officers or by the agency of a voluntary association.

In their Memorandum 27/B.D., which described what a scheme under the Blind Persons Act should contain, the Ministry of Health, in dealing with the unemployable blind, said, "it will rest upon the Local Authorities under the Act as an essential part of their duty to secure that reasonable provision is made for these persons." A large and growing number of authorities are laying down a scale up to which the income of each unemployable blind person should be brought, and have voted substantial sums to assist the funds of Voluntary Agencies to meet these payments. Others prefer to leave relief to the Public Assistance Committee, but in all cases it is incumbent on the Local Authority under the Blind Persons Act to "secure that reasonable provision is made."

13. The Social Needs of the Unemployable Blind.

The needs of every class of the blind extend far beyond the means of livelihood. The imagination of men has always been touched by the tragic lot of a lonely blind person without resources within himself. A man or woman who suddenly loses sight is often the prey of blank despair, and the most humane and most fertile work which can be done by a worker among the blind is to inspire hope and contentment by showing the many ways in which life can

still be made worth while. The pivot of this social work among the blind is the Home Teacher.

The object of every worker is to help the blind to lead a normal life to recognise their limitations in a natural way, as a lame man recognises that he cannot run a race, to help them to mix with other blind people, but also with the sighted ; to teach them to train themselves to do well the many things they are able to do well and not to do the things they cannot do well ; above all to help them not to think of themselves as " blind in a blind world."

14. The Home Teacher.

The name " Home Teacher " was used in the Grant Regulations of 1919, and is the name by which these workers are generally known. Teaching Braille and Moon and pastime occupations is an essential part of their work, but is only a part of it. Home Visiting and Welfare Work generally are also included. Home teaching for the blind was first organised in 1834 by the founding of the Indigent Blind Visiting Society, and it has developed to such an extent that there were on the 31st March, 1932, 410 Home Teachers, of whom 85 were men and 325 were women, employed throughout England and Wales, considerably more than three times the number in 1919.

The aim of this service is to secure that all the blind who need visiting should receive visits systematically. In some places voluntary visiting has been organised efficiently, but generally it is necessary to organise systematic and regular visiting through salaried Home Teachers, who not only devote their whole time to the work, but have been specially trained for it. All Home Teachers in respect of whom Exchequer grant was paid used to require the approval of the Ministry of Health, and it is desirable that they should now be approved by the Local Authority. Many Authorities have revised their schemes under Section 2 of the Act so as to require this approval, and it is desirable that all Local Authorities should include this requirement in their schemes.

It is a condition of approval in the case of all appointed since the 1st April, 1923, that they should obtain the home teaching certificate of the College of Teachers of the Blind within two years of appointment. Of the 410 Home Teachers on 31st March, 1932, 325 have obtained the certificate, 42 were appointed before 1st April, 1923, and 43 had not yet obtained the certificate.

The Home Teachers' duties * are so varied that it is impossible

* Much useful information to Home Teachers is contained in the " Handbook for Home Teachers for the Blind," drawn up by the College and Association of Teachers of the Blind, and published by the National Institute for the Blind. This was published in 1925, a revised edition was published in 1927, and it is understood that a Third Edition may be issued shortly.

to describe them fully. They may, however, be conveniently summarised under nine headings :—

(i) Discovery of Blind Persons and ascertainment of their needs ; (ii) Visiting ; (iii) Teaching Braille or Moon ; (iv) Teaching pastime occupations ; (v) The pre-schoolchild and the school-child on holiday ; (vi) Hygiene ; (vii) Welfare work ; (viii) Social centres and classes ; and (ix) the Deaf Blind.

(i) *Discovery of blind persons and ascertainment of their needs.*—The efficiency of the register of the blind largely depends on the Home Teachers who are the eyes and ears of the organisation and one of whose chief duties is to discover blind persons and to report on their needs so that appropriate action may be taken for education, training, employment or financial assistance. They should also discover and report on those whose names should be deleted from the register owing to removal or death.

(ii) *Visiting.*—Probably the most valuable work of the Home Teacher lies in the simple and human way of creating contact, winning confidence, and making friends. With the sick and the feeble this may be the only service which can be given. The Home Teacher may be asked to write a letter or see the need of repairing clothes or cleaning the room. As a friend, there is no limit to the possibilities of service.

(iii) *Teaching of Braille or Moon.*—For occupying the mind through long hours of loneliness there is no resource so great as reading, and the Home Teacher will always endeavour, wherever there is sufficient mental alertness, to teach Braille. For those who have lost delicacy of touch through manual labour, or for those who find the Braille notation too difficult, the simpler Moon type can be taught. Good Home Teachers will make a point of getting to know the kind of literature that each of their readers prefer and will try to interest them in books and ideas. For this purpose, they will keep in touch with the National Library through the Home Teachers' local organisation, and will see that the books needed are supplied. The address of the National Library for the Blind is 35, Great Smith Street, London, S.W.1 ; and of their Northern Branch, 5, St. John's Street, Manchester.

Much can be done to stimulate the minds of those who cannot read. Books and newspapers can be read aloud, or the blind taken to suitable lectures or meetings. In many cases, the lack of anyone to take them to places of public worship is keenly felt and arrangements can often be made to provide escorts. Sometimes a regular correspondence in Braille is kept up between blind persons, or between them and Home Teachers, and this not only develops facility in reading and writing Braille, but exercises the faculty of self-expression.

(iv) *Pastime Occupations*.—The function of a Home Teacher is quite different from that of a Supervisor of Homeworkers, and pastime occupation is taken up not in order to make a livelihood but to divert and exercise the mind. A pastime occupation can include other things than handicrafts, *e.g.*, music, games, or domestic work ; or it may include handicrafts like knitting, crochet, string-bag making, chair-seating, bead work, wool-rug making and raffia work. The goods, when made, can sometimes be sold, and the small income from the sales may be very welcome to the blind, but it is occupation and not income which is the aim of pastime occupations.*

(v) *The Pre-School Child and the School Child on holiday*.—The Home Teacher should take all possible steps through the Maternity and Child Welfare Service and otherwise to learn of all cases of blindness of children of pre-school age. Where the home is unsuitable the transfer of the child to a Sunshine Home or Nursery School should be considered. Where the home is suitable the Home Teacher should place her expert knowledge at the disposal of the child's parents so that the child may be trained properly from the earliest days in habits of independence. The holidays of blind school children, especially those in residential schools, may, in unsuitable conditions, be a time of unhappiness and even of regression and the Home Teacher should keep in touch as far as possible with all such children when on holiday in her area.

(vi) *Hygiene*.—The Home Teacher should always be watching the health of the blind. Suggestions can often be made on personal hygiene and diet, and on the cleanliness, ventilation, and sanitary condition of the home. One of the greatest difficulties of the blind is to take enough exercise in the open air to maintain health, and constant care should be devoted to this either by taking out the blind for walks or arranging for others to do so. In some cases a breakdown can be avoided by providing a holiday. There are Holiday Homes in various parts of the country.

(vii) *Welfare Work*.—Home Teachers, like other welfare workers, must know the resources which are available. They will know all the hospitals in their district and can arrange for nursing at a moment's notice. They should be familiar with the various sources of financial assistance, whether from the Poor Law, a Pension Society for the Blind, a Parochial Charity, an Institution for the Blind, or the Local Authority. They will, either directly or indirectly through the Local Authority or

* The question of pastime occupations has been admirably discussed in prize essays, published in "The Teacher of the Blind," March and June, 1927.

Institution which employs them, keep in touch with the Local Education Authority as regards training. Close touch with the Mental Deficiency Committee, or the Voluntary Association working in connection with the Committee, will be of great assistance in dealing with the blind who are mentally defective. If bus and tram journeys can be obtained free they will assist their blind to obtain passes. If charitable people have theatre or concert tickets or wireless sets to dispose of, the Home Teacher will ask for them. There is no limit to the resourcefulness of a good Home Teacher.

Home Teachers can often organise visits to places of interest, and in this connection attention may be drawn to a pamphlet on "Museums and the Blind" published by the National Institute for the Blind (price 3d.).

In many cases the Home Teachers can give invaluable assistance in the installation and maintenance of wireless sets. A service still in its infancy is the organisation of Wireless Discussion Groups and suitable blind persons can be encouraged to join such groups. A pamphlet called "Wireless Discussion Groups—what they are and how to run them" may be obtained free from any B.B.C. Station.

(viii) *Social Centres and Classes.*—The Blind, like the sighted' feel the strain of a life of solitude, and much good work is being done by organising social centres or classes at which blind persons meet regularly for conversation, music, games, reading aloud, or pastime occupations. This work is passing out of the experimental state and there can be no doubt as to the immense value of these organised social gatherings. Home Teachers usually are in charge, but the more assistance they can secure from voluntary workers the better.

As a rule social centres or classes will be more easily organised in urban areas. The rural blind are scattered and it is difficult to collect them together. In some counties friends fetch them in motor-cars and organise the centres. Where this is not possible much may be done in the villages by interesting Women's Institutes. Some Institutes have adopted a blind person, others have included the products of their handicrafts in sales of work. The human interest of the members of the Institutes will be invaluable.

(ix) *The Deaf Blind.*—In "A study of the Deaf in England and Wales 1930 to 1932" Dr Eichholz stated that he had ascertained that there were 2,803 deaf blind of all categories of whom 688 were deaf and dumb or totally deaf persons who were also blind or partially blind and needing a special interpreter. These 688 persons are in a peculiar sense cut off from their fellows and need all the care and attention that the Home Teachers can render to them. All Home Teachers should be able to teach the

manual alphabet. The National Institute for the Blind have published a valuable "Handbook on the Deaf Blind." (Price 6d.)

It will be seen that Home Teachers with, say, the names of 80 blind persons on their books can rarely hope unaided to render in the fullest degree all the services set out above. There is no more promising outlet for the efforts of volunteers interested in the welfare of the blind than to assist in this sphere of the work. Volunteers can visit in the homes, can take the blind out for walks, can read aloud to them books and newspapers, can assist at social centres, concerts and entertainments, and in a variety of ways can render great service. But it is desirable that this service should not be haphazard. It should form a co-ordinated part of a well-planned scheme and to this end *volunteers should offer their services to their nearest Voluntary Agency for the blind and should, as far as possible, keep in touch with the Home Teacher.* The addresses of these Agencies are given in Appendix 2. If in doubt as to which Agency, the volunteer can consult the responsible local authority, viz., the Council of the County Borough or County.

15. Hostels for Blind Workers.

While it is desirable that blind persons should, wherever possible, reside in their homes, a number of them have no homes and, in various parts of the country, hostels for blind workers have been provided near workshops. For the most part the occupants of these hostels are workshop employees, but in some cases home workers and others are provided for. Much good work in brightening the lot of the blind workers is done in these hostels and some of them are models of their kind.

16. Homes.

The lot of lonely aged or infirm blind persons is often peculiarly sad, and a number of homes have been provided in various parts of the country. This service does much to render happy the declining years of those who would otherwise be in great distress.

17. Organisation of the Administration.

- (i) *Central.*
- (ii) *Local.*

(i) *Central Organisations.*

The Ministry of Health and the Board of Education are the Departments of State responsible to Parliament for the Welfare of the Blind. The Board of Education deal with education, both elementary and higher (the special schools and the training departments, the latter being either independent Institutions or connected

with Workshops for the Blind). The Ministry of Health is the Central Department for all matters relating to the blind under the Blind Persons Act. Clearly the Ministry can only lay down a general policy and must leave the handling of individual cases to the Voluntary Agencies or the Local Authorities. The Ministry and the Board of Education have appointed Inspectors, some of whom are women, who are constantly visiting Institutions, Local Authorities and Local Committees throughout the country, and reporting to their Departments. In this way, the Departments are kept in touch with local conditions, and the Inspectors are able by friendly advice and suggestion to share the experience gained.

An expenditure from the Exchequer of some £525,000 a year is incurred on Old Age Pensions for the Blind, a further annual contribution by the Exchequer for the Welfare of the Blind is made through the block grant to Local Authorities, and a considerable sum (probably about £140,000 a year) is paid by way of grant through the Board of Education in connection with education and training.

(ii) *Local Organisations.*

(a) *Local Authorities.*

The Blind Persons Act, 1920, imposes on Local Authorities under that Act the duty of making arrangements to the satisfaction of the Minister of Health for promoting the welfare of blind persons ordinarily resident within their areas. These Authorities are the 62 County Councils, the Common Council of the City of London, and the 83 County Borough Councils. In most cases the Local Authorities delegate the actual work, or a portion of it, to the Voluntary Agencies working in their areas, and include in their estimates substantial sums to assist them in that work. In a few areas the Local Authorities have themselves taken over the whole of the service, apart from national services. The growth of the financial assistance rendered by Local Authorities may be judged from the fact that, while they spent £14,671 for this service in 1921-2, in 1929-1930 they spent £428,851, and in 1930-1931, £778,339. The increase of £349,488 was abnormal because about £130,000 was due to the institution of the system of block grants under the Local Government Act, 1929. Formerly that sum was paid by the Exchequer to Voluntary Associations and Local Authorities direct in grants for the welfare of the blind, but on 31st March, 1930, these grants ceasing, the amount was taken into account in assessing the block grant payable by the Exchequer to Local Authorities, and the expenditure became chargeable to rates. A large part of the balance of the increase was no doubt due to the transfer of the provision of domiciliary assistance and of its cost from the Poor Law to the Blind Persons Act.

Prior to the 31st March, 1930, when the Local Government Act, 1929, came into force with regard to the blind, the Ministry of

Health through their Inspectors maintained a detailed supervision over Voluntary Associations receiving grants from them for the Welfare of the Blind. Since that date, this supervision ceased, and the Ministry, acting under Section 104 of the Act of 1929, periodically survey the public health services of the Local Authorities including that for the Welfare of the Blind. The detailed supervision of the Voluntary Associations has passed to the Local Authorities, and this matter is dealt with in Section II of the Ministry's Circular 1086 (see Appendix 7). An interesting development of this supervision has been worked out in the North, where the Northern Counties Association for the Blind have appointed an expert supervisor who acts as the agent of the Local Authorities. With one or two exceptions, all the Local Authorities of the area make use of the services of this supervisor.

(b) Voluntary Associations.

In most areas the Councils of Counties and County Boroughs delegate the work for the welfare of the blind to Voluntary Associations, of which there is a great variety, as may be seen by a reference to Appendix 2. Working in individual towns or districts are Institutions, sometimes of great size, which carry on technical training and manage Workshops and Home Workers Schemes, and in some cases Home Teaching services also. There are also a number of Home Teaching Societies who confine their attention mainly to the unemployable blind. Many of the Workshops and Home Teaching Societies are situated in County Boroughs, and they usually render services in respect of the whole of the County Borough, and of the piece of the county immediately surrounding it. For the centre of their area, therefore, they carry on services on behalf of one Local Authority, the County Borough Council; and for the rest of the area, on behalf of another, the County Council.

In connection with these Local Associations, the country is covered by seven Counties Associations, as follows:—

Northern, Eastern, South-Eastern and London, Western, Midland, South Wales, and North-Western.

These Associations, with the exception of that for South Wales, have united to form the Union of Counties Associations for the Blind. The Counties Associations have formed in most parts of England, outside the Northern Counties Association, where the ground was largely covered by existing Institutions, separate associations for each county. The latter are usually the agents of the County Council for their work for the Welfare of the Blind in rural areas and in towns in which no agency is already working. They cover systematically the whole of the county area which is not already provided for. They usually carry out registration, the Home Teaching service, and the care of the unemployable blind.

There are, in addition, a number of societies whose services are not local. A large number of Pension Societies exist. The Gardner

Trust administers in the interests of the blind a very large bequest left by Mr. Gardner. The Clothworkers' Company also devote much money and other service to the blind.

There are three important organisations whose work is of national character—the National Institute for the Blind ; the National Library for the Blind ; and St. Dunstan's.

The National Institute for the Blind publish, on a large scale, books, newspapers, magazines, and other literature for the blind, in Braille and Moon, and produce and sell below cost price apparatus and games for the blind. They have established a number of Sunshine Homes for Blind Babies, the Chorley Wood College for Girls referred to above, and a number of residential and holiday homes for the blind, and render other services of a national character. They also conduct one service of a purely local nature, a large Home Workers' Scheme in London south of the Thames, and in the South-eastern counties.

The National Library for the Blind is a circulating Library of about 200,000 volumes, which supplies books, free of cost, either directly to blind persons or through local organisations or public libraries. It produces by hand, through voluntary and blind workers, a large number of books in Braille which are not available to the blind in any other form. The Post Office conveys the books to and from the readers at reduced rates of postage.

St. Dunstan's was organised by Sir Arthur Pearson during the War for the training, placement and after-care of soldiers, sailors and airmen blinded in the War. A complete service is rendered by St. Dunstan's to these men, and ordinarily it is not necessary for the local agency to make any special arrangements for their welfare.

There are also two specialist bodies on a national basis, the College of Teachers for the Blind, and the Association of Workshops for the Blind. The former conducts examinations and issues certificates to (a) Teachers of the Blind ; (b) Home Teachers ; and (c) Blind Piano Tuners. The Association of Workshops forms a meeting place at which the many difficult problems of workshop management can be discussed.

The sources of income of Voluntary Agencies are varied, *e.g.*, trust funds, subscriptions and donations, flag days, and other money-raising efforts. The societies to whom the Local Authorities have delegated the blind work in their areas receive, in addition to these voluntary contributions, such grants as may be earned under the regulations of the Board of Education and the sums voted by Local Authorities themselves. The Public Assistance Committees can also make subscriptions to their funds.

18. Prevention of Blindness.

Prevention is better than cure, and the best way of solving the problem of blindness is, wherever possible, to prevent its occurrence. An important report was issued by the Departmental

Committee on the Causes and Prevention of Blindness, under the Chairmanship of the Right Hon. G. H. Roberts, in September, 1922 (now out of print).

Reference has already been made to the important results which have been achieved in checking blindness in infancy through the careful treatment of ophthalmia neonatorum. This disease is compulsorily notifiable, and all workers for the blind should urge immediate medical attention for any infant with inflamed eyes. A delay of even a few hours may have disastrous effects. A number of societies have issued useful leaflets upon this matter.

Local Education Authorities are required, with the sanction of the Board, under Section 80 of the Education Act, 1921, to make arrangements for attending to the health of children educated in Public Elementary Schools, and these arrangements include provision for attending to the children's eyesight. All children attending these schools are medically inspected on admission, at 8 and 12 years of age, and those who are found on the occasion of these inspections or at other times to be suffering from defects of vision are referred for refraction and full visual examination by an oculist. Spectacles are prescribed and provided, where required, at the expense of the parent, with assistance, where necessary, from the Authority.

A number of Local Education Authorities have also provided, for myopic and other partially sighted children, special schools and classes, one of the objects of which is to check further deterioration of vision and so far as possible to prevent blindness ensuing.

Local Authorities have been empowered, by Section 66 of the Public Health Act, 1925, with the consent of the Minister of Health, to make such arrangements as they may think desirable for assisting in the prevention of blindness, and in particular for the treatment of persons ordinarily resident within their area suffering from any disease of, or injury to, the eyes. They have power to incur expenditure for this purpose, and some of them have made financial arrangements for the treatment in voluntary hospitals of diseases of and injury to the eyes of persons ordinarily resident in their district. The commoner diseases of the eye are dealt with in the Committee's Report, which makes recommendations for the treatment of ophthalmia neonatorum, for educational provision for children of impaired vision, and as regards the education of medical students in ophthalmology. Blindness is caused by accident as well as disease, and the Committee make recommendations as to the precautions which should be taken in certain dangerous industrial processes. They refer to the danger of injury from flying shuttles in the textile industry, to the use of screens on lathes and abrasive wheels, and of goggles and masks for certain industrial processes, and in quarries, and to the provision of first-aid treatment for eye injuries in mining. They also recommend that all possible steps should be taken to encourage the development of Works and Safety Committees with

regard to the prevention of accidents, the use of safety devices, and methods of propaganda.

Voluntary Agencies and all who are interested in the Welfare of the Blind should be familiar with the resources available for the treatment of eye trouble, and should assist the sufferers to obtain proper treatment.

In 1930, the Union of Counties Associations for the Blind set up a Committee on the Prevention of Blindness, composed of members of the Union and of the National Institute for the Blind, of ophthalmologists, and of Medical Officers of Health, with representatives of the Ministry of Health, Board of Education, and Home Office. This Committee published in 1931 a Report on "The Certification of Blindness and the Ascertainment of the Causes of Blindness," and in 1933 a Report on "Hereditary Blindness." The Committee are reviewing the preventive work done throughout England and Wales, and propose to issue in due course a Report on the Prevention of Blindness.

APPENDIX 1.

Summary of Grants Payable :

(i) By Local Authorities to Voluntary Associations under the Local Government Act, 1929, or the Blind Persons Act, 1920.

Until the 31st March, 1930, the Minister of Health, under the Grant Regulations of 1919, paid Exchequer Grants for the welfare of the blind to Voluntary Associations and Local Authorities, but after that date the provisions of the Local Government Act, 1929, came into force and Exchequer Grants specially for the welfare of the blind ceased. In place of this and many other grants the Exchequer now pay to Local Authorities an annual block grant calculated in the complicated manner laid down in the Act of 1929. This grant includes a sum to allow of the development of services.

In order to secure that the position of the Voluntary Associations for the welfare of the blind should not be prejudiced by the Act of 1929, Section 102 (1) provided that the Minister shall, before the beginning of each fixed grant period and after consulting the Local Authorities or the Associations representing them, make a scheme providing for payment of contributions of such amount as may be specified in the scheme to any Voluntary Association which provides services for the welfare of the blind by the Councils of Counties and County Boroughs in which are resident blind persons for whose benefit those services are provided. The Minister made such a scheme on 31st March, 1930, for the first fixed grant period which ended on 31st March, 1933, and on the 8th March, 1933, he made the Welfare of the Blind (Contributions) Scheme, 1933, for the second fixed grant period ending 31st March, 1937. The First Schedule to this scheme provides for the payment by Local Authorities to Voluntary Associations of contributions of amounts determined by the Minister after consultation with the Local Authorities concerned, who in turn had consulted the Voluntary Associations. The amounts of these contributions can be varied by a Local Authority in agreement with the Voluntary Association concerned but, if any dispute or difference arises between them, it must be referred to the Minister for decision. The contributions specified in the scheme are minimum amounts and Local Authorities can make contributions to Voluntary Associations under Section 2 of the Blind Persons Act, 1920, in excess of those required to be paid under the scheme. In schedules 2 and 3 of the scheme, provision is made for the payment of contributions for certain national services, *i.e.*, book production and the conduct of of the examination of Home Teachers for the Blind.

(ii) By the Board of Education under the Education Act.

Regulations for Grant in Aid of the Education, Training and Maintenance of Blind Children at certified special schools and of students over 16 at institutions providing full time courses in preparation for a trade are contained in the Board of Education (Special Service) Regulations, 1925, No. 19, the Board of Education (Special Services) Amending Regulations, No. 1; 1931; and the Board of Education (Special Services) Amending Regulations, No. 3, 1932.

In the case of Special Schools and Full Time Courses maintained by Local Education Authorities, the Board pay a grant of 50 per cent. of the net expenditure of such Authorities. The grants for Elementary Education are paid under Grant Regulations No. 1, and for Higher Education under Grant Regulations No. 4.

In the case of pupils sent by Local Education Authorities to Schools or Courses not provided by them, the Board pay a grant of 50 per cent. of the Authority's net expenditure. The rate of fee in these cases is approved by the Board.

In the case of Schools or Courses provided by Voluntary Managers the Board pay a capitation grant to the Managers on the average attendance of children or students who are not sent by any Public Authority. In addition a grant is payable to the Managers representing $2\frac{1}{2}$ per cent. of the amount of salaries paid in respect of employment to teachers in contributory service as calculated for the purposes of the Teachers (Superannuation) Act, 1925.

The capitation grants payable to Managers are as follows :—

£7 10s. 0d. per unit of average attendance in a Day Special School.
£15 10s. 0d. per unit of average attendance in a Residential Special School.

£8 10s. 0d. per unit of average attendance in a Day Institution providing Trade Courses.

£16 10s. 0d. per unit of average attendance in a Residential Institution providing Trade Courses.

In the case of the Secondary Schools for the Blind, the Board approve a fee which may be charged to Local Education Authorities and pay to such Authorities a grant of 50 per cent. of their net expenditure. In addition a capitation grant of £25 a year is paid to the Managers in respect of each pupil in attendance together with a grant of 50 per cent. of the employer's contributions under the Teachers (Superannuation) Act.

APPENDIX 2.

List of Voluntary Agencies for the Blind to whom annual contributions are payable by Local Authorities under the Welfare of the Blind (Contributions) Scheme, 1933, made by the Minister of Health under Section 102 (1) of the Local Government Act, 1929.

(a) Organisations carrying on National Services.

National Institute for the Blind, 224-228, Great Portland Street, London, W.1.
 National Library for the Blind, 35, Great Smith Street, London, S.W.1.
 College of Teachers of the Blind, 224-228, Great Portland Street, London, W.1.
 British and Foreign Bible Society, 146, Queen Victoria Street, London, E.C.4.
 Society for Promoting Christian Knowledge, 9, Northumberland Avenue, London, W.C.2.

(b) Counties Associations.

Eastern Counties Association, 1A, Bailgate, Lincoln.
 Midland Counties Association, 23, Leckford Road, Oxford.
 Northern Counties Association, 274, Deansgate, Manchester.
 North Western Counties Association, 33, Halkyn Road, Chester.
 South Eastern and London Counties Association, 66, Victoria Street, London, S.W.1.
 South Wales and Monmouthshire Counties Association, 12, Clifton Place, Newport, Monmouthshire.
 Western Counties Association, Garston House, Knowles Hill, Newton Abbot, Devon.

(c) Other Voluntary Agencies.

The following list is arranged alphabetically under Counties, the addresses given being those of the Secretaries. The letter after the name of each county shows under which of the Counties Associations it is grouped thus:—E., Eastern; M., Midland; N., Northern; N.W., North Western; M.L., South Eastern and London; S.W., South Wales and Monmouthshire; W., Western.

England (except Monmouthshire).

BEDFORDSHIRE (E.)

North Bedfordshire Society for the Welfare of the Blind, 43, St. Cuthberts, Bedford.
 South Bedfordshire Society for the Welfare of the Blind, 21-23, Williamson Street, Luton.

BERKSHIRE (M.L.)

Berkshire County Blind Society, Town Hall Chambers, Reading.
 Reading Association for the Welfare of the Blind, Watlington House, Reading.

BUCKINGHAMSHIRE (M.)

Buckinghamshire Association for the Blind, County Health Office, Aylesbury.

CAMBRIDGESHIRE (E.)

Cambridgeshire Society for the Blind, 5, Emmanuel Street, Cambridge.

CHESHIRE (N.W.)

Chester and District Blind Welfare Society, formerly Chester Society for the Home Teaching of the Blind, 13A, Lower Bridge Street, Chester.
 Macclesfield Society for the Blind, 399, Park Lane, Macclesfield.
 Institute for the Blind, the Deaf and the Dumb, St. Petersgate, Stockport.

CORNWALL (W.)

Cornwall County Association for the Blind, Tregye Cottage, Devoran, Truro.

CUMBERLAND (N.)

Cumberland and Westmorland Home and Workshops for the Blind, 22-24, Lonsdale Street, Carlisle.

DEVONSHIRE (W.)

Devon County Association for the Blind, Redcroft, Studley Road, Torquay.

Devonport and Western Counties Association for the Blind, Torr Home for the Blind, Hartley, Plymouth.

South Devon and Cornwall Institution for the Blind, North Hill, Plymouth. West of England Institution for the Blind, St. David's Hill, Exeter.

DORSETSHIRE (W.)

Dorset County Association for the Blind, Somerleigh Court, Dorchester.

DURHAM (N.)

Hartlepools Workshops for the Blind, Avenue Road, West Hartlepool.

South Shields Institution for the Blind, 11, Keppel Street, South Shields.

Sunderland and Durham Incorporated Royal Institution for the Blind, 12, Borough Road, Sunderland.

ESSEX (M.L.)

East Ham Welfare Association for the Blind, Town Hall, East Ham, London, E.6.

Essex County Association for the Blind, 40, Duke Street, Chelmsford.

West Ham Association for the Blind, 63, Tennyson Road, Stratford, E.15.

GLOUCESTERSHIRE (W.)

Royal School of Industry for the Blind Workshops, Museum Avenue, Park Street, Bristol.

Cheltenham Workshops for the Blind, 51, Winchcombe Street, Cheltenham. Gloucester (City) Society for the Blind, Russell Villa, Russell Street, Gloucester.

Gloucestershire County Association for the Blind, Hales Mead, Pitchcombe, Stroud.

HEREFORDSHIRE (M.)

Herefordshire County Association for the Blind, High View, Ryeland Street, Hereford.

HERTFORDSHIRE (M.L.)

Hertfordshire Society for the Blind, Wormley Lodge, Broxbourne.

HUNTINGDONSHIRE (E.)

Huntingdonshire Society for the Blind, 24, High Street, Huntingdon.

ISLE OF ELY (E.)

Isle of Ely Society for the Blind, The Vicarage, Manea, March.

ISLE OF WIGHT (M.L.)

Isle of Wight Society for the Blind, 41, Quay Street, Newport.

KENT (M.L.)

Kent County Association for the Blind, 1, Crescent Street, Sittingbourne.

Tunbridge Wells Workshops for the Blind, 75, Calverley Road, Tunbridge Wells.

LANCASHIRE (N.)

Accrington and District Institution for the Blind and Prevention of Blindness, 32, Bank Street, Accrington.

LANCASHIRE (N) (Contd.)

Ashton-under-Lyne, Stalybridge, Dukinfield and District Home Teaching Society for the Blind, Westcliffe, Queen Street, Ashton-under-Lyne.
 Barrow, Furness and Westmorland Society for the Blind, 88, Duke Street, Barrow.
 Blackburn and Darwen Society for Visiting and Instructing the Blind, 49, Ainsworth Street, Blackburn.
 Blackpool and Fylde Society for the Blind, Tramways Depot, Whitegate Drive, Marton, Blackpool.
 Burnley and District Society for the Blind, Brown Street, Burnley.
 Colne Blind Prevention and Aid Society, The Grove, Colne.
 Henshaw's Institution for the Blind, Old Trafford, Manchester.
 Liverpool Catholic Blind Asylum, 59, Brunswick Road, Liverpool.
 Liverpool Schools for the Blind, Hardman Street, Liverpool, and Wavertree, Liverpool.
 Liverpool Workshops and Home Teaching Society for the Blind, Cornhill Street, Liverpool.
 Manchester and Salford Blind Aid Society, 30, Tonman Street, Deansgate, Manchester 3.
 Oldham Blind Women's Industries, Werneth Hall, Oldham.
 Oldham (Men's) Workshops for the Blind, New Radcliffe Street, Oldham.
 Preston Industrial Institute for the Blind and Homes for Blind Children, Fulwood, Preston.
 Rochdale and District Society for Visiting and Instructing the Blind, 435, Bury Road, Rochdale.
 Rossendale Society for Visiting and Instructing the Blind, Holmes Villas, Bacup.
 St. Helens and District Society for the Blind, Boundary Road, St. Helens.
 Warrington, Widnes and District Society for the Blind, 4, Museum Street, Warrington.
 Wigan and District Workshops for the Blind, Darlington Street East, Wigan.

LEICESTERSHIRE (M.)

Leicester, Leicestershire and Rutland Royal Incorporated Institution for the Blind, 50, Granby Street, Leicester.
 Wycliffe Society for Helping the Blind, 1, Mill Hill Lane, London Road, Leicester.

LINCOLNSHIRE (E.)

Boston and Holland Blind Society, 25, Pen Street, Boston.
 Grimsby Society for the Blind, 170, Victoria Street, Grimsby.
 Kesteven (Lincs.) Blind Society, The Manor, Carlton Scroop, Grantham.
 Lincoln Blind Society, Y.M.C.A., Guildhall Street, Lincoln.
 Lindsey Blind Society, County Offices, Newland, Lincoln.

LONDON (M.L.)

Barclay Workshops for Blind Women, 21, Crawford Street, W.1.
 Blind Employment Factory, 246, Waterloo Road, S.E.1. (Branch of the Royal School for the Blind, Highlands Road, Leatherhead, Surrey.)
 Cecilia Home for Blind Women, 111, Abbey Road, N.W. 8.
 Incorporated Association for promoting the General Welfare of the Blind, 257 and 258, Tottenham Court Road, W.1.
 Indigent Blind Visiting Society, 45, Bedford Row, W.C.1.
 London Association for the Blind, Rosedale House, 144a, Warwick Street, S.W.1.
 London Society for Teaching and Training the Blind, School for the Blind, Swiss Cottage, N.W.3.
 Metropolitan Society for the Blind, 63, Denison House, 296, Vauxhall Bridge Road, S.W.1.

LONDON (M.L.) Contd.)

North London Homes for the Blind, 77, Hanley Road, Crouch Hill, N.4.
 Royal Association in Aid of the Deaf and Dumb, 413, Oxford Street, W.1.
 South London Institute for the Blind, 83, Borough Road, S.E.1.
 Turner House Hostel (Church Army), 36, St. George's Square, Regent's Park, N.W.1.
 Workshops for the Blind, 49, London Street, Greenwich, S.E.10.

MIDDLESEX (M.L.)

Middlesex Association for the Blind, 66, Victoria Street, S.W.1.

NORFOLK (E.)

Norwich Institution for the Blind, 132, Magdalen Street, Norwich.

NORTHAMPTON (M.)

Northamptonshire (Town and County) Association for the Blind, 23/25, Gray Street, Northampton.

NORTHUMBERLAND (N.)

Newcastle and Gateshead Home Teaching Society for the Blind, 47, Pilgrim Street, Newcastle-on-Tyne.
 Tynemouth Blind Welfare Society, and Northern Counties Library, 4/6, Howard Street, North Shields.
 Newcastle, Gateshead and District Workshops for the Adult Blind, Breamish Street, City Road, Newcastle-on-Tyne.

NOTTINGHAMSHIRE (M.)

Royal Midland Institution for the Blind, Chaucer Street, Nottingham.

OXFORDSHIRE (M.)

Oxford (City and County) Society for the Blind, 23, Leckford Road, Oxford.

SOKE OF PETERBOROUGH (M.)

Peterborough Association for the Blind, Keeble's Chambers, Cowgate, Peterborough.

SHROPSHIRE (M.)

Shropshire Association for the Blind, 134, Abbey Foregate, Shrewsbury.

SOMERSET (W.)

Bath Society for the Blind, 2, Newark Street, Bath.
 Somerset County Association for the Blind, "Rosia," Wellington Road, Taunton.

SOUTHAMPTON (M.L.)

Bournemouth and District Blind Aid Society, 124, Old Christchurch Road, Bournemouth.
 Hampshire Association for the Care of the Blind, 82, High Street, Winchester.
 Portsmouth Voluntary Association for the Blind, 182, Fratton Road, Portsmouth.
 Southampton Association for the Welfare of the Blind, Civic Centre, High Street, Southampton.

STAFFORDSHIRE (M.)

Staffordshire Association for the Welfare of the Blind, "Ingleneuk," 21, New Road, Uttoxeter.
 Walsall, Wednesbury and District Society for the Blind, 139, Lichfield Street, Walsall.
 Wolverhampton, Dudley and District Institution for the Blind, Douro House, 62, Waterloo Road, Wolverhampton.

SUFFOLK (E.)

East Suffolk County Association for the Blind, Hasketon, Woodbridge,
Suffolk.
Ipswich Blind Society, 45, Norwich Road, Ipswich.

SURREY (M.L.)

Croydon Voluntary Association for the Blind, Bedford Hall, Bedford
Park, West Croydon.
Royal School for the Indigent Blind, Highlands Road, Leatherhead.
Surrey Voluntary Association for the Blind, 5, Grove Crescent, Kingston-
upon-Thames.

SUSSEX (M.L.)

Barclay Home and School for Blind Girls, Wellington Road, Brighton.
(Branch of the Barclay Workshops for Blind Women, London.)
Brighton Society for the Welfare of the Blind, 74-78, Royal York Buildings,
Old Steine, Brighton.
East Sussex Association for the Blind, Old Bank House, High Street,
Lewes.
Hastings Voluntary Association for the Blind, 3, St. Helen's Park Road,
Hastings.
West Sussex Association for the Blind, 47, West Street, Chichester.

WARWICKSHIRE (M.)

Birmingham Royal Institution for the Blind, Carpenter Road, Edgbaston,
Birmingham.
Coventry Society for the Blind, Thanet House, St. Patrick's Road,
Coventry.
Warwickshire Association for the Blind, Guys Cliffe, Warwick.

WILTS (W.)

Wiltshire County Association for the Care of the Blind, "The Dawsons,"
West Lavington, Devizes.

WORCESTERSHIRE (M.)

Stourbridge Institution for the Blind, Bank Street, Stourbridge.
Worcestershire Association for the Blind, "Sunningdale," 33, Battenhall
Road, Worcester.

YORKSHIRE, EAST RIDING (N.)

Hull and East Riding Institute for the Blind, "Beach Holme," Beverley
Road, Hull.
Yorkshire School for the Blind, The King's Manor, York.

YORKSHIRE, NORTH RIDING (N.)

Cleveland and South Durham Institute for the Blind, Newport, Middles-
brough, Yorks.

YORKSHIRE, WEST RIDING (N.)

Dewsbury, Batley and District Institution for the Blind, Daisy Hill,
Dewsbury.
Doncaster and District Home Teaching Society for the Blind, "Brier-
cliffe," Thorne Road, Doncaster.
Halifax Society for the Blind, Skircoat Moor Road, Savile Park Halifax.
Harrogate and District (including Ripon) Society for the Blind, 93, Station
Parade, Harrogate.
Huddersfield and District Blind Society, 32, Ramsden Street, Huddersfield.
Keighley and District Institution for the Blind, 4, Spencer Street, Keighley.
Leeds Incorporated Institution for the Blind and the Deaf and Dumb,
Roundhay Road, Leeds.

YORKSHIRE WEST RIDING (N.)—(contd.)

Sheffield Royal Institution for the Blind, 2, Holly Lane, West Street, Sheffield.

Sunny Lawns Residential Home for the Blind, Sandy Walk, Wakefield. Todmorden Society for the Blind, 4, Byrom Street, Todmorden.

Wakefield District Institution for the Blind, 44, Westgate, Wakefield.

Wales and Monmouthshire.**CAERNARVONSHIRE (N.W.)**

North Wales Society for the Blind, 125, High Street, Bangor.

CARDIGANSHIRE (S.W.)

Cardiganshire Association for the Blind, 9, Sea View Place, Aberystwyth.

CARMARTHENSHIRE (S.W.)

Carmarthenshire Blind Society, "The Cors," Laugharne.

GLAMORGANSHIRE (S.W.)

Cardiff Institute for the Blind, Longcross Street, Cardiff.

Glynn Vivian Home of Rest for the Blind, "Newton," Mumbles, Swansea.

Merthyr Tydfil Institution for the Blind, 33, High Street, Merthyr Tydfil.

Pontypridd and District Institution for the Blind, Holly House, Merthyr Road, Pontypridd.

Rhondda Institution for the Blind, Pontrhondda Road, Llwynypia.

Swansea and South Wales Institution for the Blind, Northampton Place, Swansea.

MONMOUTHSHIRE (S.W.)

Newport and Monmouthshire Blind Aid Society, 199, Chepstow Road, Newport.

PEMBROKESHIRE (S.W.)

Pembrokeshire Blind Society, 4, Picton Place, Haverfordwest, Pembrokeshire.

NOTE.—The National Institute for the Blind have published a comprehensive Year Book and Directory of Agencies for the Blind. (Price, 2s.)

Enquiries as to any Agencies not included in the above list should be addressed to the Counties Association of the Area.

For Educational Institutions, see note on page 10.

APPENDIX 3.

“ Ordinary Residence ” under Section 2 (1) and (7) of the Blind Persons Act, 1920.

1. Section 2 (1) of the Act imposes a duty on the Councils of Counties and County Boroughs to make arrangements to the satisfaction of the Minister of Health for promoting the welfare of “ blind persons *ordinarily resident* within their area,” and Section 2 (7) provides as follows :—

“ For the purposes of this section, a blind person who becomes an inmate of an institution for the blind after the commencement of this Act shall be deemed to continue to be ordinarily resident in the area in which he was ordinarily resident before he became an inmate of such institution.”

2. It will be observed that the Act does not define the term “ ordinarily resident,” although it provides that, in the particular class of case mentioned in Section 2 (7), a special meaning shall be attached to the term.

3. The Minister of Health has no authority to interpret an Act of Parliament. Such interpretation can be given authoritatively only by a Court of Law. While the Minister, after taking legal advice, has given his opinion on particular cases when asked for it, he has always been at pains to explain that it is an opinion only, and that he has no authority to interpret the Act. So far as is known, the Courts have never been asked to interpret the term “ ordinarily resident ” in the Blind Persons Act.

4. The effect of Section 2 (7) of the Act can perhaps best be explained by four imaginary examples :—

(a) A has lived all his life in the County Borough of X. There is no difficulty in this case.

(b) B lived in the County of Y until 1919, and then went to live in a hostel for the blind in the County Borough of X. He is “ ordinarily resident ” in X.

(c) C lived in the County of Y until 1921, and then entered a hostel for the blind in the County Borough of X.—He is “ ordinarily resident ” in Y.

(d) D lived in the County of Y until 1923, and then moved either (i) into a hostel not specially for the blind ; or (ii) into lodgings in the County Borough of X.—He is “ ordinarily resident ” in X.

The governing conditions in Section 2 (7) are (i) that the Section refers to an inmate of an institution *for the blind* ; (ii) that the Minister is advised that “ inmate ” means *residential* inmate ; and (iii) that he must have become an inmate *after* the commencement of the Act.

5. The meaning of the term “ ordinarily resident ” is not always easy to construe. The Minister has stated that he is advised that if a blind person moves into an area for the purpose of residing there and of taking part in the general life of the area, he becomes “ ordinarily resident ” in that area ; and in another case, the Minister expressed the view that, immediately the fact of such ordinary residence is established, the Local Authority into whose area the person has moved becomes responsible for the welfare of the person as a blind person under the Act : that is to say, the Act makes no provision for a qualifying period. On the other hand, a person does not, in the view of the Minister, become ordinarily resident in an area if he does not move into it for the purpose of residing there and taking part in the general life of the area, *e.g.*, if he enters a hospital or mental hospital.

APPENDIX 4.

Old Age Pensions for the Blind.

1. Section 1 of the Blind Persons Act, 1920, provides that the Old Age Pensions Acts shall apply to all persons who are so blind as to be unable to perform any work for which eyesight is essential at the age of 50 instead of the age of 70. The Old Age Pensions Act, 1908, 1911, 1919 and 1924, therefore apply in all respects except as regards age in the case of the blind. The conditions laid down in these Acts require that a blind claimant should satisfy the pension authorities (i) that he has been a British subject for at least 10 years (this does not apply to a woman who would satisfy this condition but for her marriage to an alien); (ii) if he is a natural born British subject, that since attaining the age of 30 he has resided in the United Kingdom for at least 12 years in the aggregate. (If he is not a natural born British subject, he must have resided in the United Kingdom for an aggregate period of 20 years); (iii) that his yearly means as calculated under the Acts do not exceed £49 17s. 6d.

2. *In calculating means* regard must be had not only to property invested or otherwise put to profitable use, or capable of investment or profitable use, and to income in cash, but to the yearly value of any advantage accruing to the claimant from the personal use or enjoyment of property (e.g., a house belonging to the claimant in which he resides), and to the yearly value of any benefit or privilege (such as free board and lodging) enjoyed by the claimant. Means from property, investments, etc., are not calculated on the income actually derived, but the capital value of the property is ascertained, and the yearly value is taken to be one-twentieth of the capital value so far as such value exceeds £25 but does not exceed £400, and anything above £400 is taken at one-tenth. *In calculating means, an amount not exceeding £39 can be deducted from such part of the claimant's yearly means as is not derived from earnings.*

For example, a blind man, who is single or a widower, earns 10s. a week and is in receipt of a war pension of 12s. 6d. a week. His means from earnings are, therefore, £26 a year, and from other sources than earnings, £32 10s. The whole of the £32 10s. can be deducted in calculating means for pension, and he will be entitled to a full pension of 10s. a week, if he is otherwise qualified.

A blind spinster or widow is in receipt of a pension from a voluntary society of 15s. a week, i.e., £39 a year, and earns 10s. a week, i.e., £26 a year. In addition, she has invested savings, the yearly value of which, calculated as above, is £23. Her total means, therefore, are £88. Her means for pension purposes will be £88 less £39 (which are not derived from earnings), viz., £49. Her pension, therefore (see paragraph 3), will be 1s. a week, if she is otherwise qualified.

A blind man married to a sighted wife is in receipt of an allowance from a former employer of £1 a week, and he owns and occupies a house, of which the net Income Tax (Schedule A) assessment is £30 a year. His wife earns 15s. a week. The total means are, therefore, £121, of which £82 is unearned. Of this £82, £39 can be deducted in respect of husband and wife, respectively, i.e., £78 in all. Net means for pension, £121 less £78 = £43, divided by two = £21 10s. Therefore, the man is entitled to a full pension of 10s. a week.

3. *The scales of pension* are as follows: Where the means calculated as above do not exceed £26 5s., pension 10s.; from £26 5s. 1d. to £31 10s., pension, 8s.; from £31 10s. 1d. to £36 15s., pension 6s.; from £36 15s. 1d. to £42, pension 4s.; from £42 0s. 1d. to £47 5s., pension 2s.; from £47 5s. 1d. to £49 17s. 6d., pension 1s.; above £49 17s. 6d., no pension.

4. *Method of obtaining pension.*—The nearest post office will supply the claimant with a form of claim, which on completion should be posted to the address printed on the form. The claim may be made at any time, not more

than four months before the claimant attains 50. The claim, when received, will be referred to the local Pension Officer, and, after he has reported on it, will be decided by the local Pension Committee. It is open either to the Pension Officer or the claimant to appeal within seven days of the receipt of the Committee's decision, to the Minister of Health. The Minister may, if he considers the circumstances special, entertain an appeal up to 14 days, but not later.

5. *Evidence of blindness.*—If a claimant possesses any written evidence of blindness he should not send it with his claim but should be prepared to produce it to the Pension Officer on request. It is not necessary that he should obtain evidence himself. If he is a registered blind person, the Pension Officer will ask the local Voluntary Agency for the Blind to certify that he is known to the Society "as being so blind as to be unable to perform any work for which eyesight is essential." If the question of blindness arises on an appeal, the Ministry will, if necessary, make arrangements for the claimant to be examined by a Regional Medical Officer of the Ministry. A case of special difficulty may be referred by the Ministry to an ophthalmic surgeon, to whom the department pay any necessary fees, but this is the only case in which the Department bear the cost of a medical certification of blindness.

6. An explanatory leaflet on Old Age Pensions (Leaflet O.A.P. 107) can be obtained from any Post Office, and is given with every claim form.

APPENDIX 5.

National Health and Pensions Insurance.

1. The National Health Insurance and Pensions Schemes embrace in general persons between the ages of 16 and 65, employed under a contract of service or for the performance of manual labour or as out-workers, the most important exception being persons engaged in non-manual employment remunerated at over £250 a year. Insurance is ordinarily effected through membership of an Approved Society, where possible, otherwise through the Deposit Contributors Fund.

2. Persons who have been compulsorily insured for at least 2 years may, on ceasing work, continue in insurance as voluntary contributors.

3. Normally, the rate of contribution is 1s. 6d. a week for a man and 1s. 1d. a week for a woman, of which 9d. and 7d., respectively, are paid by the employer.

4. The benefits provided, subject to certain qualifying and other conditions, are :—

National Health Insurance.

(a) Medical Benefit. Free medical attendance and treatment, and all necessary medicines.

(b) Sickness Benefit (normally men 15s., unmarried women and widows 12s., and married women 10s. a week), maximum period 26 weeks, and

(c) Disablement Benefit (normally men 7s. 6d., unmarried women and widows 6s., and married women 5s. a week), payable when sickness benefit is exhausted (see paragraph 5 below).

(d) Maternity Benefit (40s.).

(e) Additional Benefits (the most common of which are payments for dental and ophthalmic treatment and increases in the rates of cash benefits) provided by Approved Societies having a disposable surplus on valuation.

Pensions.

(a) Widows' and Orphans' Pensions.

(b) Old Age Pensions at the age of 65 (men and women 10s. a week). A Blind Old Age Pension (*i.e.*, a pension payable from the age of 50 up to the age of 70) will not be affected by the payment of this Pension.

5. Sickness and Disablement Benefits are payable during periods of incapacity for remunerative work. Blindness is not in itself necessarily ground for payment of benefit. Thus, blind persons who have, after training, become fit for some form of remunerative occupation would not ordinarily be entitled to benefit. A blind person who is unfit for, and untrainable for, any form of remunerative work would, on the other hand, generally be eligible for benefit; Approved Societies would not as a rule regard him as debarred from benefit solely because he might undertake some simple occupation purely as a pastime and to occupy his mind. The decision as to payment of benefit in individual cases rests with the Approved Society, subject to the insured person's right of appeal. Workers for the Blind can most effectively assist them in health insurance claims by placing their Approved Societies in possession of the facts. In case of difficulty the local (Insurance Department) Inspector of the Ministry of Health may be consulted.

6. Further information as to National Health and Pensions Insurance will be found in Leaflet 31 (Health) Leaflet W.P. 6 G. (Widows and Orphans Pensions), and Leaflet O.A.P. 107G (Old Age Pensions), copies of which are obtainable from any Post Office.

APPENDIX 6.

Extract from Circular 1306 of the Ministry of Health of 17th March, 1933, on Accounts, and particularly Trading Accounts.

6. In Clauses 2(d) and 3(e) of the Welfare of the Blind (Contributions) Scheme, 1933, it is made a condition for the payment of contributions that the association sends to the Minister (and in the case of a contribution specified in the First Schedule, to the Council paying the contribution) a copy of its annual report together with a statement of its accounts in such form as the Minister may from time to time direct, and also a copy of the auditor's certificate and report (if any) on the accounts. The provision that copies of the report and accounts of associations to which contributions are paid under the First Schedule are to be forwarded to the Minister as well as to the Council has been inserted on the recommendation of the Advisory Committee on the Welfare of the Blind who found that the absence of centralised information obtainable from such reports and accounts was inconvenient.

7. The form of accounts for the use of voluntary associations was prescribed by the Minister in Circular 262 of the 21st December, 1921, and the Minister hereby directs that the form of accounts to be used for the purposes of Clauses 2(d) and 3(e) of the Scheme shall be the form prescribed in that Circular with the exception that the form of "Workshop or Trading Account" set out in the Appendix to this Circular shall be substituted for the corresponding form in the former Circular. This direction applies to the year ending the 31st March, 1934, and subsequent years, but it is hoped that voluntary associations who are able to render accounts for the current year in the form now directed will do so. For this purpose, the Minister prescribes the new form as an alternative one for accounts rendered under the Scheme made on the 11th March, 1930, for the first fixed grant period.

8. The Minister attaches importance to the careful rendering of this account and to its scrutiny by the Council. The form has been drawn up in consultation with the Association of Workshops for the Blind with a view to showing clearly the true financial position of the trading of associations carrying on workshops for the blind, and the examination of this account yearly by the Council should enable them to ascertain both the strong and the weak points of the administration of the association in question and enable them to make suggestions for improvement. Where the Council themselves own and administer a workshop for the blind, it is desirable that the Workshop and Trading Account should be shown in the Council's published accounts in the form directed in this Circular.

9. The Minister observes that, while many voluntary associations print and publish their accounts in the form prescribed, others render their accounts to the Local Authority in that form but publish their accounts in a different form. The Minister strongly deprecates this course and hopes that all voluntary associations for the blind will print and publish their accounts in the prescribed form.

WORKSHOP OR TRADING ACCOUNT for Year ended 31st MARCH, 193.

I. TRADING ACCOUNT (See Note 1).

	Material and own Manufactured Goods.	Goods for Factor- ing.	£ s. d.		Material and own Manufactured Goods	Fac- tored Goods	£ s. d.
To STOCK—	£ s. d.	£ s. d.		By SALES—	£ s. d.	£ s. d.	
(On hand at 1st April) (See Note 4).				(See Note 1)			
Brush Dept. Basket „ Bedding „ Mat „ Etc. (specify)				Brush Dept. Basket „ Bedding „ Mat „ Etc. (specify)			
Total ...				Total ...			
To PURCHASES (During Year)	Material	Goods for factor- ing		By Stock— (On hand at 31st March) (See Note 4) ...		Goods for Factor- ing	
Brush Dept. Basket „ Bedding „ Mat „ Etc. (specify)				Brush Dept. Basket „ Bedding „ Mat „ Etc. (specify)			
Total ...				Total ...			
To CARRIAGE INWARDS—							
„ Productive Wages to Blind Workers (excluding National Insurance)—							
(See Note 2)—							
Brush Dept. Basket „ Bedding „ Mat „ Etc. (specify)							
				Note :—			
„ Productive Wages to Sighted Workers (excluding National Insurance)—				NUMBER OF BLIND WORKERS EMPLOYED :—			
(See Note 3)—							
Brush Dept. Basket „ Bedding „ Mat „ Etc. (specify)							
„ Gross Profit Carried Down							

II.—PROFIT AND LOSS ACCOUNT (See Note 5).

	£ s. d.	£ s. d.
To Unproductive Wages to Blind Workers ...		By Gross Profit brought down
,, Unproductive Wages to Sighted Workers ...		By Discount received
,, National Health and Unemployment Insurance (See Note 7)		
,, Salaries, Management and Sale Shop Travellers and Salesmen's Salaries, Commission, expenses		
,, Audit and Professional Charges		
,, Rent and Rates. (See Note 6)		
,, Fuel, Light, Power, Cleaning, Caretaker, Insurance and Telephone. (See Note 6)		
,, Repairs, Renewals and Maintenance. (See Note 6)		
,, Printing, Stationery, Circulars, Postage and Packing. (See Note 6)		By Loss transferred to General Charity Fund Account (See Note 9)
,, Bad Debts		
,, Discount allowed		
,, Carriage Outwards and Delivery		
,, Depreciation		
,, Other expenditure (specifying sub-head) ...		
,, Miscellaneous		

NOTES.

The object of this Trading Account and Profit and Loss Account is to show the true position of the Association's trading. Training is a separate matter, with regard to which separate accounts have to be rendered to the Board of Education, and items properly included in the Training Account should be excluded from the Trading and Profit and Loss Accounts.

PART I.—TRADING ACCOUNT.

1. This account should be limited to items directly concerned with production, and should differentiate by departments between goods manufactured by the Workshop and those purchased for re-sale.

2. The item "Productive Wages" should embrace only such wages as are paid to Blind or Sighted persons for the actual processes of production, unaugmented in any way. All augmentation and gratuitous payments to Blind persons should be charged to the General Charity Fund Account.

3. Where functions are allocated to Foremen outside the scope of manufacture—e.g., giving instruction to trainees—their wages should be strictly apportioned, and only wages attributable to manufacture included in this account.

4. The Stock on hand at 1st April and 31st March respectively, should be valued at cost or current market rates, whichever is the lower. If further depreciation is made particulars should be given.

PART II.—PROFIT AND LOSS ACCOUNT.

5. This account should include wages of unproductive workers and overhead charges.

6. Items of expense should be shown in this account separately under their appropriate headings, and not transferred from the General Charity Fund Account under the single heading of "Proportion of Management Expenses chargeable to Trade." The proportion to be charged against the Profit and Loss Account of such items as "Rent," "Cleaning," "Maintenance," etc., if the items cannot be exactly apportioned, should be calculated according to the floor space occupied by the industrial Department. The item for "Repairs, Renewals and Maintenance," relates to repairs properly chargeable to income in the trading account. Extensions if not charged to capital should be shown as extensions under "IV. Extraordinary" in the General Charity Fund Account.

7. Where the Institution bears the cost of the *worker's* contribution to State Insurance the whole of this amount should be charged against the General Charity Fund Account.

8. Whenever possible, items should be entered under specific heads either as printed or under the heading "Other Expenditure" (specifying sub-heads) and the heading "Miscellaneous" should be limited to small amounts which cannot conveniently be classified otherwise.

9. If profit, enter on the other side of the account.

APPENDIX 7.

Extract from Circular 1086 of the Ministry of Health of 21st March, 1930, dealing with Supervision and Administration.

II. Supervision.

7. As from the 1st April, 1930, the detailed supervision which the Minister has exercised through his inspectors, under the Regulations of 1919 governing Grants for the Welfare of the Blind, will cease, and it will be for the Council under clause 2 of the scheme to satisfy themselves as to the efficiency of the services provided by the Associations to which they are required to contribute. For this purpose it will be necessary for the Council to consider how the necessary supervision can best be secured, and it will be desirable, in the case of Associations which render substantial services to more than one Council for the Councils concerned to agree as to the arrangements for supervision. The Minister will be glad to be informed not later than the 30th June next of the arrangements which the Council propose to make for this purpose.

In those cases in which the Council are not already represented on the Management Committee of an Association which provides services for the blind in the area of the Council, it is suggested that steps should be taken to ascertain whether such representation can be secured.

8. It will be necessary for the Minister to be satisfied from time to time as to the efficiency and progress of the arrangements made in each area for the welfare of the blind, and for this purpose he will cause an inspection to be made of these arrangements during each fixed grant period. The Minister will also be glad to arrange, so far as practicable, for his inspectors to render any assistance in their power on the application of any Council or Association

9. The supervision of the national services (i.e., the production of embossed literature and the conduct of the examination for the Home Teacher's Certificate by the College of Teachers), in respect of which the contributions specified in the Second Schedule to the scheme are to be made, will continue to be carried out by the Minister in accordance with clause 3 of the scheme.

III. Administration.

10. *Registration of Blind Persons.*—Experience has shown that efficient registration is essential to the success of any scheme for the welfare of the blind, and it will be necessary from time to time for the Minister to obtain statistics relating to the blind for the whole country. This will only be possible if the existing registers are kept up to date, and the Minister considers it desirable therefore that the present practice with regard to registration, and the form in which the register is kept, should be maintained in each area.

11. *Certification of Blindness.*—It is important that no person should be entered on the register unless satisfactory *medical* evidence is produced that the person is "so blind as to be unable to perform any work for which eyesight is essential." (This definition is interpreted in Circular 681 of the 29th March, 1926, and in Circular 780 of the 27th April, 1927*.) It is suggested that the Council should consider whether it would not be desirable to make arrangements for securing that before a person's name is added to the register, he is examined by a medical practitioner with special experience in ophthalmology, who should be furnished with copies of the Circulars referred to. It appears to the Minister that the necessary expenditure for

* This definition is now superseded by that in Circular 1353 of 5th October, 1933.

this purpose would be clearly justified by the consequent avoidance of registration of persons who are not blind within the meaning of the Blind Persons Act, and the saving of expenditure which might otherwise have been incurred in respect of such persons.

12. *Approvals*.—Under the Grant Regulations of 1919, which will cease to have effect after the 31st March, 1930, it was made a condition of grant that each (a) new Home Teacher, (b) Employee in a Workshop, (c) Home Worker, and (d) inmate of a Home, should be approved by the Minister before grant was payable in respect of such a person. In the case of Home Teachers and Workshop Employees, the person was visited and interviewed by an inspector of the Department who reported as to his or her suitability, and it is suggested that Local Authorities should make similar arrangements, and should extend the same practice to Home Workers. No Employee in a Workshop (other than a sighted employee employed as such), Home Worker or inmate of a Home or Hostel, should be approved unless the Council have satisfactory evidence of blindness.

13. *Registers*.—As a condition of grant under the Regulations of 1919, the Minister of Health required the production of registers showing in the case of (a) Workshop Employees, (b) inmates of Homes, and (c) inmates of Hostels, the attendances or periods of residence of each blind person, and in the case of (d) Home Workers, the amount of work done and their earnings. It is clearly desirable that each Association should keep records of this kind, but it will be for the Local Authority to determine the actual records to be kept.

14. *Home Teachers*.—It has been a condition of approval by the Minister in the case of all Home Teachers appointed since the 1st April, 1923, that they should obtain the Home Teaching Certificate of the College of Teachers of the Blind within two years of appointment. The Minister has, in some cases, extended the period for another year where special cause has been shown, but, subject to this, he has discontinued the payment of grant in respect of Home Teachers who fail to comply with this condition. The Minister is satisfied that the requirement of professional qualifications has greatly improved the Home Teaching service, and he would urge Local Authorities to follow the same practice in order that the requisite standard of qualifications may be maintained.

15. *Workshop Employment*.—Under the Regulations of 1919, the expression workshop employee was defined as "a blind person who is regularly employed . . . in or about a workshop for the blind and in receipt of weekly pay at the Trade Union or other standard rate customary in the particular class of work on which the blind person is employed," and a condition was made that "the recognised standard of the trade in which the workshop employees are engaged so far as they relate to rates of pay, bonus, hours of labour and holidays must be observed, and in no case may the hours of labour exceed 48 hours per week."

It appears to the Minister very desirable that these conditions should be maintained.

16. *Home Workers*.—Under the Regulations of 1919, Home Workers were defined as "adult blind persons who, for sufficient reasons, are employed elsewhere than in a workshop in occupations usually practised in workshops, and are attached for the purposes of care, assistance and supervision to an approved Agency," but recent experience has tended to show that this definition may not be sufficiently wide. There are two main conditions precedent to a satisfactory Home Workers' Scheme : (1) That the occupation should not be a mere pastime, but should be definitely on the plane of industrial effort, in order that the Home Worker may be in a position to maintain himself

out of his earnings, assisted by augmentation as in the case of an employee in a workshop ; (2) that the occupation should be such as to enable the Association which supervises the Scheme to render tangible and continuing services to the Home Workers. Where these conditions are fulfilled, it seems desirable to recognise the particular occupation for inclusion in a Home Workers' Scheme. It may also be pointed out that under the Blind Persons Act it is within the powers of Local Authorities to pay augmentation to a blind person at work who is employed neither in a workshop for the blind nor under a Home Workers' Scheme.

Attention may be drawn to Circular 1403, which was issued by the Board of Education, after consultation with the Minister, on the 1st July, 1929. In that Circular it was stated that the Minister proposed, subject to the exceptions mentioned, to refuse in future to approve as Home Workers blind piano-tuners who had not passed the examination referred to in the Circular ; and, for the reasons set out in the Circular, it is desirable that Local Authorities should follow the same course.

17. *Blind Persons completing Training*—It is important that arrangements should be made for the employment of blind persons while they are still undergoing training, and to secure that employment is available as soon as the training is completed. In many cases arrangements are made for the trainees to be employed in the workshops of the institution in which they have been trained, but in other cases it is desirable that the Local Authority should take the necessary action. Progress reports should from time to time be obtained from the Training Institutions by the Local Education Authority, and these reports should be available to the Blind Persons Act Committee of the Council, who should make the necessary arrangements for employment and consult the future employing Agency on the suitability of the training. In this connection I am to draw attention to Circular 387, which was issued on the 24th April, 1923.

APPENDIX 8.

SUMMARY OF OFFICIAL PUBLICATIONS HELPFUL TO WORKERS AMONG THE BLIND.

(1) PUBLICATIONS RELATING TO THE WELFARE OF THE BLIND

Circular and Regulations of the Ministry of Health governing Grants in aid of the Welfare of the Blind, dated 7th August, 1919. 3d. net (no longer in force).

Blind Persons Act, 1920. 1d. net.

Charities for the Blind ; Regulations made by the Charity Commissioners and approved by the Minister of Health, 10th September, 1920, under the Blind Persons Act. 3d. net.

Memorandum as to what Schemes of Local Authorities under Section 2 of the Blind Persons Act, should contain. Memo. 27 B/D. 2d. net.

Model Form of Accounts for Approved Blind Agencies, dated 21st December, 1921. Circular 262. 3d. net.

Memorandum on Augmentation of Wages and Registration of Blind Persons and the Provision of Employment, dated 31st March, 1922. Memo. 64 B/D. 2d. net.

Circular relative to Co-operation between Training and Employing Agencies with regard to Blind Persons, dated 24th April, 1923. Circular 387. 1d. net.

Circular relative to the Definition of Blindness and Training and Employment of the Blind, dated 29th March, 1926. Circular 681. 2d. net (see Circular 1353 below).

Wireless Telegraphy Blind Persons (Facilities) Act, 1926. 1d. net.

Circular referring to Circular 681, and removing misunderstandings which had arisen as to the definition of blindness, dated 27th April, 1927. Circular 780. 1d. net (see Circular 1353 below).

Circular relative to the Certification of Blindness, dated 5th October, 1933. Circular 1353. 1d. net.

(2) REPORTS OF THE ADVISORY COMMITTEE ON THE WELFARE OF THE BLIND

1st Report, 1918-19. 9d. net.

2nd Report, 1919-20. 6d. net.

3rd Report, 1921-22. 6d. net.

4th Report, 1922-23. 6d. net.

5th Report, 1923-24. 6d. net.

6th Report, 1924-26. 9d. net.

7th Report, 1926-27. 6d. net.

8th Report, 1928-29. 6d. net.

9th Report, 1930. 6d. net.

10th Report, 1931-32. 6d. net.

Report on the Unemployable Blind, 1929. 2d. net.

(3) BLIND OLD AGE PENSIONS

Summary of the Law and Regulations relative to Old Age Pensions and Blind Persons ; Leaflet D (obtainable free from any Post Office).

(4) NATIONAL HEALTH AND PENSIONS INSURANCE

Leaflet on National Health Insurance, Leaflet 31 (Health).

Leaflet on Outworkers, Leaflet 25 (Health).

Pamphlet on the duties of Employers in National Health and Pensions Insurance, Pamphlet A.

Leaflets on Pensions Insurance : Leaflets W.P.6G. and O.A.P.107G.

(These are obtainable free from any Post Office.)

Approved Societies Handbook. 1s. 6d. net.

(5) UNEMPLOYMENT INSURANCE

Summary of the Unemployment Insurance Acts, 1920-33 : Leaflet U.I.L.4.

Leaflet as to Claims for and Conditions of Benefit : Leaflet U.I.L.8.

(These are obtainable free at any Employment Exchange or at the Ministry of Labour.)

(6) TRAINING AND EDUCATION

Board of Education (Special Services) Regulations, No. 19, 1925. 4d. net.

Board of Education (Special Services) Amending Regulations, No. 1, 1931. 1d. net.

Board of Education (Special Services) Amending Regulations, No. 3, 1932. 1d. net.

List of Certified Special Schools and Recognised Institutions for the Training of Blind and other Defective Students, and Nursery Schools in England and Wales ; List 42. 1s. net.

(7) CAUSES AND PREVENTION OF BLINDNESS.

Departmental Committee's Report on. 1922. 4s. net (*out of print.*)

Except where otherwise stated, copies of the above may be purchased directly from H.M. Stationery Office, at the following addresses : Adastral House, Kingsway, London, W.C.2 ; York Street, Manchester ; 1, St. Andrew's Crescent, Cardiff ; or through any bookseller.

